

DOCUMENT RESUME

ED 312 393

CE 053 463

TITLE Evaluation Study of the Senior Community Service Employment Program Funded under Title V of the Older Americans Act.

INSTITUTION Centaur Associates, Inc., Washington, DC.; Westat, Inc., Rockville, MD.

SPONS AGENCY Employment and Training Administration (DOL), Washington, D.C.

PUB DATE 25 Jul 86

CONTRACT 99-5-3333-77-021-01

NOTE 194p.

PUB TYPE Reports - Evaluative/Feasibility (142)

EDRS PRICE MF01/PC08 Plus Postage.

DESCRIPTORS *Community Services; *Employment Programs; Federal Legislation; Federal Programs; *Job Placement; *Job Training; *Middle Aged Adults; *Older Adults; Outcomes of Education; Participant Characteristics; Participant Satisfaction; Program Effectiveness; Program Improvement

IDENTIFIERS *Senior Community Service Employment Program

ABSTRACT

The Senior Community Service Employment Program (SCSEP) is a part-time program targeted toward the needs of economically disadvantaged persons aged 55 and older. An evaluation was made of the program, using quarterly reports, program records, and telephone surveys. The evaluation assessed the relationship between participant outcomes and factors such as enrollee characteristics; the ability of the program to reach disadvantaged workers and minorities; the type and duration of program participation and costs; the satisfaction of enrollees with their jobs and of agencies with the program; the effect of rural-urban differences and state-national sponsorship; the potential of the program to transfer enrollees to unsubsidized jobs; and coordination between SCSEP and other programs. Some of the major findings of the study were as follows: (1) SCSEP participants were more disadvantaged than the eligible population; (2) most participants were in clerical or service jobs during the program; (3) the median length of stay was 11 months, with 40 percent staying in the programs 18 months or longer; (4) little formal training was provided or sought by the participants; (5) about one-fourth of the participants were placed after 1 year; (6) upward occupational mobility did not occur for participants who were placed; (7) most placements were in subsidized jobs; (8) older enrollees were harder to place; (9) programs operated by national sponsors tended to have higher placement rates; and (10) the major benefit of the program to participants was in-program employment. (Appendices list national sponsors and provide results of statistical analyses.) (KC)

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ED312393



EVALUATION STUDY OF THE
SENIOR COMMUNITY SERVICE
EMPLOYMENT PROGRAM
FUNDED UNDER TITLE V OF THE
OLDER AMERICANS ACT

Contract No. 99-5-3333-77-021-01

July 25, 1986

Prepared for:

Marlin Ferral, Project Officer
Office of Strategic Planning and Policy Development
Employment and Training Administration
U.S. Department of Labor
Room N5635
200 Constitution Ave.
Washington, D.C. 20210

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Prepared by:

Centaur Associates, Inc., Prime Contractor
and
Westat, Inc., Subcontractor

Centaur Associates, Inc.

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Acknowledgements

This report was prepared by Centaur Associates, Inc., and our subcontractor, Westat, Inc., over the period March, 1985, through July, 1986. The evaluation was directed by Kathleen Brown Calvert of Centaur, who also wrote Chapters 1-5 of the report. The Westat subcontract was directed by Dr. Kalman Rupp, who prepared Chapters 6-9. The Westat corporate officer in charge, Dr. Richard Beatty, had general project oversight functions. The evaluation was designed by Ms. Calvert and Edward Davin of Centaur, and Dr. Rupp of Westat. The sample design was developed by Dr. Ed Bryant and Dr. Rupp of Westat.

Field work for the project was conducted by Ms. Calvert, Mr. Davin, Ms. Marilyn DonCarlos of Centaur, and Ms. Brenda Lester and Dr. Sol Jacobson, consultants to Centaur. Mr. Davin also contributed to the preparation of Chapter 4 of the report.

The quantitative analysis was directed by Dr. Rupp with John Brown, Dave Wright, and Robin McEntire responsible for computer programming and Susan Englehart and Susan Heltemes supervising the telephone survey. Caricia Fisher was responsible for the development of the coding forms for the participant records. Helene Jennings was responsible for coding and programming telephone survey results, and contributing to the writing of Chapter 8.

Word processors whose assistance is gratefully acknowledged include: Ms. Sharon Smith, Betty Boyd and Alison Cooper of Centaur; and Ms. Sharon Proctor and Lyn Caan of Westat.

This report could not have been prepared without the cooperation and assistance we received from Mr. Marlin Ferral, DOL Project Officer, and the Division of Older Worker Programs, including Mr. Paul Mayrand and his staff. In addition, the eight national sponsors of SCSEP, the National Association of State Units on Aging, and representatives of State sponsors also provided extensive assistance. Representatives of the state and local SCSEP projects visited were invaluable in providing insight into the operation of the program. Finally, we gratefully acknowledge the cooperation of SCSEP participants who responded to the telephone survey.

Washington, D.C.
July, 1986

EXECUTIVE SUMMARY

Introduction

The purpose of this study is to provide a comprehensive evaluation of the Senior Community Service Employment Program (SCSEP). The study was designed to assess: the relationship between SCSEP participant outcomes and factors such as enrollee characteristics; the ability of the program to reach and serve disadvantaged workers and minorities; the type and duration of program participation and costs; the satisfaction of enrollees with their jobs and of benefitting agencies with the program; the effect of urban/rural differences and State/national sponsorship on program operations and outcomes; the potential of SCSEP to transition enrollees to unsubsidized jobs; and coordination between SCSEP and other programs.

The SCSEP is a part-time community service employment program targeted towards the needs of economically disadvantaged elderly aged 55 and older. The program goals incorporate provision of income and part-time employment to participants, community service, training, and transition of enrollees to unsubsidized employment. Program participants are paid wages subsidized by program grants. The program is operated by eight national sponsors and the States under the overall direction of the U.S. Department of Labor.

The study is based on an empirical analysis of program operations at a randomly selected set of local projects and of various quantitative data bases. These include project level Quarterly Progress Report data, a micro data set describing participant characteristics based on records collected during the course of the study, and telephone survey data describing the labor market experiences and satisfaction of enrollees with the program. In addition, Current Population Survey data were utilized to develop a data file describing the SCSEP eligible population. These data were utilized to provide nationally representative descriptive data and to conduct multiple regression analysis of various subjects.

The following items summarize the major findings of the study:

- SCSEP participants were more disadvantaged than the eligible population by labor market and income criteria. SCSEP participants tended to be substantially younger and better educated than nonparticipant eligibles.
- Most SCSEP participants applied to the program primarily for economic reasons.
- Most SCSEP participants were in clerical or service jobs while participating in the program.
- The median length of stay for PY 1983-84 new enrollees was 11 months, with a substantial minority (40 percent) staying in the program for 18 months or longer.

- Authorized Federal funds amount to slightly over \$5,100 per program slot annually, and approximately \$3,200 per program participant. Non-Federal contributions amount to about \$1,000 per program slot annually and about \$630 per participant.
- Very little formal training has been provided to participants by the SCSEP program. However, the vast majority of enrollees were not motivated to enter the program to receive training.
- Program placement rates have increased during recent years. About half of this increase in placement rates is attributable to reductions in average length of program stay. Half of the increase in placement rates is attributable to other factors.
- Almost one half of PY 1983-84 entrants were still in the program one year after entry. About one quarter were placed, while another quarter were terminated for health or other reasons.
- Data on labor force status one year after entry show that SCSEP has been successful in increasing the employment rate of enrollees, and substantially reducing unemployment of program participants.
- This increase in employment and reduction in unemployment is attributable to the provision of in-program jobs rather than to unsubsidized placements. The proportion of PY 1983-84 entrants who were in unsubsidized positions one year after entry was slightly lower than the proportion of unemployed nonparticipant eligibles who were employed during that time.
- Comparison of in-program and post-program jobs reveal that upward occupational mobility did not occur on the average for SCSEP participants who were placed. However, those terminees who were placed reported earnings higher than those who were still employed by the program during the telephone survey week.
- Client characteristics, environmental and management factors were found to influence placements, even after controlling for other variables.
- The older the enrollee, the lower the chances of placement, primarily because older enrollees are often terminated for health-related reasons. Males and better educated enrollees tend to have relatively high placement rates.
- The higher the local unemployment rate, the lower the probability of placement, independent of client mix and management variables. The chances of placement also appear to be positively associated with the proportion of

manufacturing jobs in the local area, and with urban location.

- Programs operated by national sponsors, on the average, tend to display higher placement rates than programs operated by State sponsors. However, these overall differences mask substantial variations among the national sponsors themselves.
- Overall, the major benefit of the program for participants is the provision of in-program employment.
- The great majority of participants appear to be satisfied with their program experiences, particularly with the various social aspects of the program. Somewhat less satisfaction was reported with the number of hours worked and the amount paid by project jobs.

These findings are discussed further in the paragraphs which follow.

Participant Selection

SCSEP participants were more disadvantaged than the eligible population by labor market and income criteria. Almost 40 percent of enrollees reported to have been unemployed for more than half of the year prior to entry. SCSEP participants in the 55-59 years age group were substantially more disadvantaged by income criteria than participants in the older age groups. The reason for these age differences is the importance of Social Security income in the older subgroups of enrollees. Minority groups were represented in the program at or above their proportion in the SCSEP eligible population. SCSEP participants tended to be substantially better educated than eligibles.

SCSEP participants were significantly younger than the eligible population as a whole. This does not, however, seem to reflect program bias in favor of younger subgroups of the elderly. The desire to participate in SCSEP is closely related to labor force status. Many elderly who were technically eligible for SCSEP had retired and did not desire to return to the labor force. Eighty percent of those who satisfy the income criterion of SCSEP eligibility had been outside of the labor force throughout the whole year. The age distribution of SCSEP participants was very similar to the subgroup of SCSEP eligibles most in need of assistance: those who were unemployed.

Over two-thirds of SCSEP enrollees reportedly applied to the program primarily for economic reasons (i.e., needed an income or a job). Most of the remainder applied to the program for "social" reasons. About 60 percent of SCSEP enrollees were living alone, and may have had both greater economic and social or emotional needs for participation in the program than those living with others. Less than two percent of enrollees listed training, and less than four percent listed features of the work environment (e.g. part-time nature of jobs) as the most important reason for application.

Local project operators indicated that their selection policies for SCSEP enrollees prioritized those eligibles who were over the age of 60 years. They also emphasized the importance of meeting host agency needs in selecting SCSEP enrollees.

Program Activities and Services

A primary purpose of the SCSEP program is the provision of part-time community service jobs to enrollees. Only five percent of enrollees reported to be in professional/managerial positions while in the program. The vast majority of program participants were in other white collar, primarily clerical, positions, and in service jobs. Twelve percent of enrollees were in blue collar jobs. Males were overrepresented in blue collar positions and females were overrepresented among clerical workers.

The average reported hours worked per week was 22 hours with little variation by sex, age, or other characteristic. Participants were paid average hourly wages slightly above the minimum wage with little or no variation by type of job, except for enrollees employed in SCSEP project administration who were generally paid higher wages than other enrollees.

The median length of stay for PY 1983-84 new enrollees was 11 months. A substantial proportion (40 percent) of enrollees stayed in the program for 18 months or longer. Females and older enrollees tended to be in the program longer than other enrollees.

SCSEP programs also provide supportive services and employment-related fringe benefits to enrollees. Supportive services include counseling and referrals to other sources of assistance to enrollees. Local project operators estimated that between 25 percent and 100 percent of enrollees received supportive services from SCSEP projects. Supportive services also include the provision of eyeglasses, hearing aids, and work related equipment by the local projects. A small proportion of enrollees were reported to require these types of supportive services.

Fringe benefits offered by the local projects include Worker's Compensation and Social Security benefits, and paid sick leave and holidays, which were provided by the majority of local projects. Almost two-thirds of the local projects also provided paid annual leave to enrollees, and about one-half provided unemployment insurance. Health insurance was provided to enrollees by only about one-fifth of the local projects, reflecting a belief of program operators that the provision of this benefit might hamper efforts to transition enrollees to unsubsidized employment.

For each Federal dollar authorized for the program, approximately 20 cents is provided in non-Federal contributions. Approximately 85 percent of Federal SCSEP funds are used for wages and benefits to enrollees. The remaining 15 percent of Federal funds is used to cover administrative and other costs. Overall, authorized Federal funds amount to slightly over \$5,100 per program slot annually, and approximately \$3,200 per program participant. Non-Federal contributions amount to about \$1,000 per program slot annually, and about \$630 per participant.

Very little formal training has been provided to SCSEP enrollees. The most common type of training provided to enrollees was on-the-job training conducted by the host agencies. Some classroom training was provided to a small number of enrollees. However, this method of training was used infrequently. The small amount of formal training provided is consistent with the finding that the vast majority of enrollees were not motivated to enter the program to receive training. In addition, the fact that most enrollees were close to or beyond the Social Security retirement age may suggest some inherent limitations of long-term job training strategies for significant segments of the SCSEP enrollee population.

Program Outcomes

The major benefits of SCSEP for participants included income, fringe benefits, supportive services, and social benefits associated with their part-time employment in the program. In addition, some participants obtained unsubsidized jobs as a result of their participation. The benefits of the program for participating host agencies consisted of the performance of jobs perceived to be useful to these agencies by participants whose wages are 100 percent subsidized by the SCSEP program. Neither participants nor host agencies bear significant costs associated with the program. Program outcomes and satisfaction of participants and host agencies with SCSEP have been analyzed in this context.

While the provision of in-program jobs remains the primary focus of SCSEP, in recent years increased emphasis has been placed on the transition of enrollees to unsubsidized employment. The analysis of Quarterly Progress Report data indicates that placement rates have clearly increased during recent years as a result of this change in program emphasis. This increase is primarily attributable to reductions in the length of program stay and partly to increased placement rates among those who were terminated from the program. An associated shift in the age distribution of participants toward the relatively younger 55-59 years of age group has also occurred. This shift in client mix has partially contributed to the increase in overall placement rates.

Data on the cohort of PY 1983-84 entrants was analyzed in detail. Almost one-half (49 percent) of PY 1983-84 SCSEP entrants were still in the program 12 months after entry. About one-quarter (26 percent) were placed while the rest have terminated for health-related or other reasons. Only four percent of enrollees reported to be unemployed during the March, 1986 telephone survey week.

These data indicate that approximately three-quarters of SCSEP enrollees were employed (including those still in the program) 12 months after program entry. Among SCSEP eligibles who were unemployed during the March, 1984 Current Population Survey (CPS) survey week, 37 percent were employed 12 months later and another 35 percent were unemployed.

These data suggest that SCSEP has been successful in increasing the employment rate of enrollees, and substantially reducing unemployment of program participants. However, the data also reveal that the majority of those who were employed 12 months after entry were employed in the

subsidized positions of the program, and the proportion in unsubsidized jobs was slightly lower than the proportion of unemployed eligibles who were employed 12 months later.

The proportion of terminees who were placed was higher among those who stayed in the program for 7-12 months and was substantially lower for longer stayers. Almost 30 percent of those who stayed in the program for 13-18 months were terminated for health reasons. About 14 percent of those who had terminated from the program by the time of the telephone survey (35 percent of those who were placed) reported having been hired by the host agency. Seventy-eight percent of those who reported having been placed were employed at the time of the telephone survey.

The distribution of jobs of those who reported as being placed were similar to the distribution of in-program jobs, with a slight increase in the proportion in blue collar occupations. Upward occupational mobility did not appear to occur on the average.

Those terminees who were placed reported earnings during the week of the telephone survey about 66 percent higher than those who were still employed by the program. This is primarily attributable to larger numbers of hours worked, although average hourly wages were also higher among terminees placed in unsubsidized jobs compared to those still in the program.

Various factors affecting placements were analyzed through multiple regression modeling. These include client characteristics, environmental variables, and program management factors. All three groups of factors were found to influence placements, even after controlling for the influence of other variables. Of the client mix variables, age appears to be the most important factor affecting the probability of placement. The older the enrollee, the lower the chances of placement. The probability of placement is also associated with sex (males are more likely to be placed than females) and with education (those with better education are more likely to be placed than those with less schooling).

The higher the local unemployment rate, the lower the probability of placement. The chances of placement also appear to be positively associated with the proportion of manufacturing jobs in the local area and with urban location. No significant association between population growth and the probability of placement was detected.

Substantial variations in overall placement rates exist among the sponsors of SCSEP. Differences in overall placement rates (relative to slots) are attributable both to differences in average length of stay (reflected in rates of terminations) and to differences in the rate of placement among terminees. Overall, programs operated by national sponsors tend to display higher placement rates than programs operated by State sponsors. However, these overall differences mask substantial variations among the national sponsors themselves. Multiple regression analysis indicates that two national sponsors display significantly higher placement rates compared to State sponsored programs even after controlling for client mix variables. No statistically significant differences were detected between the placement rate of the other

national sponsors and State sponsored programs.

Overall, the data show that the major benefit of the program for participants is the provision of in-program employment. Although the placement rates of the program increased during recent years, SCSEP continues to be a program with only a secondary focus on placements. Incentives facing both participants and host agencies limit the potential of the program for unsubsidized placements. Most participants enter the program in order to receive income through part-time employment. Many of the participants have been structurally unemployed prior to program entry. Others face serious health problems limiting their ability to take an unsubsidized job. SCSEP participants often view the program as a means of gradual retirement. For these and related reasons, the part-time jobs provided by the program appear to be more attractive and more attainable to many program participants than unsubsidized jobs.

Host agencies become associated with SCSEP in order to receive subsidized part-time assistance. Although host agencies may be encouraged by program sponsors to hire enrollees in unsubsidized positions, they face obvious economic incentives to keep enrollees who perform satisfactorily in positions subsidized by government funding. Further, host agencies often do not have sufficient funding to support additional unsubsidized positions. Host agency activities in support of unsubsidized placements appear to respond to the perceived placement mission of the program and the encouragement of SCSEP projects rather than to economic incentives.

Participant and Host Agency Satisfaction with the Program

Participants reported a very high degree of overall satisfaction with the program. Over 90 percent of survey respondents reported to have been satisfied with their program experiences. Participants were most satisfied with various social aspects of the program (co-workers, job supervisor). When compared to satisfaction with the social aspects of the program, a significantly higher proportion of enrollees expressed dissatisfaction with the number of hours and the amount paid by project jobs. Although the majority of respondents expressed satisfaction with these two aspects of the program, a significant minority (more than a quarter) expressed dissatisfaction with either one, or both of these aspects of the program.

Although more than half of the respondents expressed satisfaction with training opportunities, job counseling and project help to get a job afterwards, a substantial minority (more than a quarter) of respondents expressed a lack of interest in these aspects of SCSEP. This is consistent with the fact that the vast majority of enrollees viewed the program as a means of income support, rather than as a vehicle of job training and unsubsidized placement.

Host agencies were overwhelmingly satisfied with all aspects of their association with SCSEP including the local project administration and the enrollees they were assigned. Relatively small proportions of host agencies expressed dissatisfaction, mostly concerning the limited number of hours enrollees were allowed to work under the program.

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PART I
BACKGROUND

1.0 INTRODUCTION AND APPROACH

This report presents the results of an evaluation of the Senior Community Service Employment Program (SCSEP). This chapter presents a brief overview of the SCSEP, discusses the purposes of the evaluation and describes the approach used in conducting the evaluation.

1.1 Overview of The Senior Community Service Employment Program

The SCSEP, authorized under Title V of the Older Americans Act, as amended, provides part-time employment for individuals age 55 and over in community service jobs. Program participants may work up to 1,300 hours per year, of which 20 percent can be spent in formal training. Participants work in a wide variety of community services activities and facilities, such as senior citizen centers, schools, hospitals, parks, programs for the handicapped, and home repair/weatherization and transportation services. The SCSEP also provides participants with personal and job-related counseling, annual physical examinations, and job-training.

The SCSEP is administered by the Division of Older Workers Programs, within the Office of Special Targeted Programs in the Employment and Training Administration of the U.S. Department of Labor. Through \$326 million in grants to national organizations and the States, about 62,000 positions for eligible older individuals were funded under SCSEP in the 1984-85 program year.

Although the program has a number of objectives in addition to providing employment opportunities for older workers (see Section 3.2), increased emphasis has recently been placed upon the transition of participants to unsubsidized jobs. Placement goals have increased from 10 percent in 1976 to 15 percent in 1980 and 20 percent in 1986. DOL has also initiated a number of experimental projects. These experimental projects are the subject of a companion volume to this report.¹

1.2 Purposes of the Evaluation

The evaluation of SCSEP is intended to be a comprehensive, objective assessment of the program as a whole. The study was designed to meet the following objectives specified by DOL:

- To assess the relationship between SCSEP participant outcomes and factors such as enrollee characteristics;
- To assess the extent to which the program has been able to reach and serve economically disadvantaged workers and minorities;

¹The experimental projects were analyzed concurrently with the basic SCSEP program. The results of the experimental project study are contained in the "Report on the 502(e) Experimental Projects," prepared for the U.S. Department of Labor by Centaur Associates, Inc., July 25, 1986.

- To assess the type and duration of program participation and costs;
- To assess the satisfaction of enrollees with their jobs and of benefitting agencies with the program;
- To determine the effect of urban/rural differences and State/national sponsorship on program operations and outcomes;
- To assess the potential of SCSEP to transition enrollees to unsubsidized jobs; and
- To assess the coordination and linkage between national and State programs to maximize resource utilization in behalf of older workers.

In addition, the DOL called for an assessment of the effectiveness of SCSEP experimental projects. This assessment is the subject of the companion volume to this report.

1.3 Approach to the Evaluation

The evaluation approach consisted of two key components: 1) sampling, and 2) data collection and analysis. Each of these two components is discussed in the subsections which follow.

1.3.1 Sampling

A multistage stratified random sampling strategy was used in the evaluation of SCSEP to provide a unified framework for observations at the State, local, and individual participant level. This sampling strategy allowed for objectivity, representativeness and a lack of systematic bias in results of the evaluation.

The sampling approach consisted of four basic stages. Technical details of the sampling approach are specified in Appendix A of this report. The sampling stages are briefly summarized below.

In the first sampling stage, 10 States were selected. In selecting this sample, States were stratified by size (number of SCSEP slots) and region. These 10 States, identified in Appendix A, were selected to provide basic representativeness of the national program.

In the second stage, sponsoring agencies and local projects were selected. Four sponsors within each of the selected States were selected (except in one case where only three sponsors operate). In addition, 40 local SCSEP projects¹ operated by the chosen sponsors were selected. Appendix A presents lists of the sponsoring agencies and local projects which were selected in the second sampling stage.

¹These 40 local projects were located in 39 sites. Administration and operation of two local projects occurred out of one project location.

In the third sampling stage, a sample of participants in the sample local SCSEP projects was selected. This sample consisted of all SCSEP enrollees who entered the program at the sampled local projects during the 1983-84 program year.

Finally, in the fourth sampling stage, a subsample of participants from among the sample of participants who entered the program during 1983-84 was drawn. This subsample comprised the survey population for a telephone survey of 749 participants.

1.3.2 Data Collection and Analysis

The evaluation approach consisted of five principal data collection and analysis activities: 1) collection and analysis of quarterly progress reports, 2) collection and analysis of individual participant records, 3) a process assessment of State and local project operations, 4) analysis of information obtained through interviews with participants, and 5) assessment of host agency satisfaction with the program.

Quarterly Progress Reports

DOL receives Quarterly Progress Reports (QPR) from the State level operating units of each State sponsor and from local projects of each national SCSEP program sponsor. Baseline data contained in these reports provided basic descriptive information documenting participant characteristics, participant flow, and participant outcomes on a universal reporting basis.

The QPR data were also used to assess the extent to which the program has been able to reach and serve economically disadvantaged workers through comparisons with national estimates of the eligible population from the Bureau of the Census Current Population Survey (CPS). Multiple regression of QPR data was used to analyze the relationship between placement outcomes and participant characteristics and to assess the role of State/national sponsorship on placement outcomes.

Participant Records

The participant sample consisted of the 3,792 intake and, where applicable, termination records on all participants who entered SCSEP during the 1983-84 program year, were collected from the randomly selected set of local SCSEP projects. These records were supplemented with local environmental and programmatic data to develop a micro data base of information on SCSEP participants.

The micro data base developed from the individual intake and termination records was utilized with the CPS file to develop regression models of factors affecting SCSEP participation. This analysis was used to refine the QPR analysis of the extent to which the SCSEP is able to reach economically disadvantaged workers and minorities. The analysis also was used to address the relationship between outcomes and rural/urban differences. Finally, the micro data file was used in assessing the potential of SCSEP to transition enrollees to unsubsidized jobs.

Process Assessment

The process assessment component of the evaluation included an on-site review of State level operations in each of 10 sampled States, and on-site reviews of local program operations at each of 40 local projects. The process assessment was conducted to obtain insight into SCSEP program operations, to obtain information on exemplary practices, and to provide an interpretive context for the evaluation of quantitative data. Program operational approaches were analyzed to determine the relationships between State/national sponsorship, type of organizational structure, rural and urban location, and participant outcomes.

Interviews with Participants

From the base of SCSEP enrollees who entered SCSEP at the sampled local projects during the 1983-84 program year, a subsample of participants was selected for telephone follow-up. Telephone contact was made and successful interviews were completed with 749 participants. The telephone survey provided information on: 1) the satisfaction of participants with SCSEP program administration and activities, and 2) post-termination outcomes of participants. In addition, the survey data was used to assess the potential of SCSEP to transition participants to unsubsidized jobs. To benchmark the employment experience of SCSEP participants, their labor market experiences one year after entry were compared to the experiences of SCSEP eligibles with similar characteristics based on a longitudinal component of the CPS.

Host Agency Visits

During on-site process assessment visits to local SCSEP projects, host agency visits were made to assess the satisfaction of host agencies with the program and the participants assigned to them under SCSEP. Observations of operations and assessments of satisfaction were made at 52 host agencies during the field visits.

2.0 LEGISLATIVE BACKGROUND AND PROGRAM OBJECTIVES

The Senior Community Service Employment Program (SCSEP) is authorized under Title V of the Older Americans Act. The program employs low-income persons age 55 and over in part-time community service jobs.

This chapter discusses the legislative background of SCSEP. The background review is followed by a discussion of the purpose and objectives of the program.

2.1 Legislative History

The history of community service employment for disadvantaged older workers spans over two decades. In the subsections which follow, the roots of SCSEP are traced back to the year 1965.

2.1.1 Operation Mainstream

The SCSEP is a direct descendent of an early project funded under Title IB of the Economic Opportunity Act of 1965 (known as Operation Mainstream). Under Operation Mainstream, the Office of Economic Opportunity (OEO) provided funds to Green Thumb, Inc., a national organization sponsored by the National Farmers Union, to operate a part-time employment program for the rural poor age 55 and over.

Administrative responsibility for Operation Mainstream was transferred from OEO to the U.S. Department of Labor in 1967. DOL continued to fund the Green Thumb program and to administer it from the national office level.

During the next two years, the National Council on the Aging (NCOA), the National Council of Senior Citizens (NCSC), and the National Retired Teachers Association/American Association of Retired Persons (NRTA/AARP) also received funding from DOL to operate nationally administered Operation Mainstream projects. These projects were generally located in urban areas, while Green Thumb continued to operate predominantly in rural areas. In 1972 the U.S. Forest Service became the fifth national sponsor under Operation Mainstream.

2.1.2 The National Older Worker Program-Operation Mainstream and the Senior Community Services Employment Program

The enabling legislation for the current SCSEP was enacted as Title IX of the Older Americans Comprehensive Services Amendments of 1973. The program described in Title IX legislation was modeled after the projects funded under Operation Mainstream. However, the \$10 million appropriated by Congress to fund this program was not distributed until 1974. Prior to the distribution of these funds, the Comprehensive Employment and Training Act of 1973 was passed.

With the passage of CETA, Title IB of the Economic Opportunity Act was replaced. Under Title IIIA of CETA, discretionary funds were available to provide funding for employment and training programs for a number of special target groups, including older men and women. DOL was also

mandated to take into account the need for continued funding of "programs of demonstrated effectiveness". Consequently, Operation Mainstream, under Title IIIA of CETA, became the National Older Workers Program-Operation Mainstream (NOWP-OM). All funds previously available through the Economic Opportunity Act were delegated to the new NOWP-OM program.

For a 12-month period from July, 1974 to June, 1975, DOL administered two older worker programs: the NOWP-OM and the SCSEP projects under Title IX of the Older Americans Act. Both programs had essentially the same components and on July 1, 1975 DOL merged the two programs into one, the SCSEP, as authorized under Title IX.

2.1.3 The Older Americans Act Amendments of 1975

The Older Americans Act Amendments of 1975 authorized appropriations for Title IX for three additional years and provided a continuing role for the five national organizations. In other legislation, funding for the program was increased to bring the total number of job slots to 15,000. During the period 1975-76 DOL awarded new grants to three States and four territories in which the five national organizations did not operate projects.

A large increase in SCSEP job slots occurred in the program year beginning July, 1977, when the funding was increased to \$150 million supporting 37,400 positions. This legislation also authorized DOL to fund State governments as project sponsors and specified that 80 percent of SCSEP funds were to be allocated to national sponsors and 20 percent were to be allocated to State sponsors. An allocation formula was also included to allow each State, regardless of the number of sponsors operating in the State, to receive an equitable share of job slots according to the number of persons age 55 and over and to the per capita income in the State.

In the same year, through competitive bidding, DOL selected three new national sponsors to serve minority communities: the National Center on Black Aged, the National Urban League, and the Asociacion Nacional Pro Personas Mayores.

SCSEP expanded again in the 1978-79 program year. Funding was increased to \$200.9 million for a total of 47,500 job slots.

2.1.4 Older Americans Act Amendments of 1978

The Comprehensive Older Americans Act Amendments of 1978 made some major modifications to SCSEP. This authorization extended the program for three years and redesignated Title IX of the Act as Title V. The new title expanded the types of community service jobs that could be held by older workers participating in the program.

These amendments directed that national sponsors would be maintained or held harmless at the level of activity permitted by the FY 1978 appropriation. It also stipulated that in the future any funds appropriated in excess of the FY 1978 level would be divided on a 55 percent State/45 percent national organizations basis. DOL interpreted

the hold harmless as the number of job slots allotted to the national sponsoring organizations in 1978. Thus, with inflation, the funding for these slots would be increased to allow the national sponsors to maintain the same number of positions.

The 1978 amendments also directed the Secretary of Labor to review "the distribution of programs ... within the State including the distribution between urban and rural areas." Income eligibility criteria which DOL established for the program were revised from income at or below the poverty level as defined by OMB to no greater than 125 percent of the poverty level.

2.1.5 Older Americans Act Amendments of 1981

The amendments of 1981 revised the definition of eligible individuals under SCSEP by eliminating the clause that participants were to be individuals whose opportunities for other suitable public or private paid employment were poor.

In these amendments the Secretary of Labor was directed in Section 502(e) to conduct experimental projects with emphasis on the placement of individuals in employment opportunities with private business concerns. These projects were to involve different kinds of work modes such as job sharing, flexitime, and placement in growth industries and in jobs reflecting new technological skills.

2.1.6 Older Americans Act Amendments of 1984

Under the most recent amendments to the Older Americans Act, the SCSEP was extended for three years through FY 1987. Several changes were included in these amendments. First, under the new law a cap (revising the DOL-established cap of 15 percent) on SCSEP administrative costs was placed at 13.5 percent for FY 1986 and 12 percent for FY 1987.

The amendments also require the State agencies which receive SCSEP funds to submit an annual report to DOL on how the funds and job slots are distributed. These reports are to address the equitable distribution of slots within the States.

Finally, the amendments require DOL to conduct a study to identify alternative measures to increase community service employment opportunities for SCSEP-eligible individuals. This report was submitted to Congress in July 1986.

2.1.7 Funding Levels and Authorized Positions from 1979 to the Present

Funding for SCSEP has grown significantly since its original appropriation of \$10 million in 1973. Table 2-1 shows the funding levels and number of authorized positions for the SCSEP between the 1979-80 program year and the current 1985-86 program year.

Table 2-1

Funding Levels and Authorized Positions
1979 - 1986

<u>Program Year</u>	<u>Funding Level</u> (\$ millions)	<u>Authorized</u> <u>Positions</u>
1979-80	\$220.6	47,500
1980-81	266.9	52,250
1981-82	277.1	54,200
1982-83	277.1	54,200
1983-84	319.4	62,080
1984-85	317.3	62,088
1985-86	326.0	63,783
1986-87	311.5	60,250

2.2 Senior Community Service Program Objectives

2.2.1 Purpose and Objectives

Section 502 of the 1978 amendments to the Older Americans Act set forth the overall purpose of the SCSEP:

"to foster and promote useful part-time opportunities in community services activities for unemployed low-income persons who are fifty-five years old or older and who have poor employment prospects."

With the passage of the 1981 amendments to the Older Americans Act, the overall purpose of the SCSEP was modified:

"to foster and promote useful part-time opportunities in community services activities for unemployed low-income persons who are fifty-five years old or older."

The overall purpose of the program became: 1) employment and income of older individuals, and 2) community service.

The objectives of the SCSEP as given in the 1978 amendments remained unchanged in the 1981 amendments. These objectives are:

- To employ eligible individuals in the community in which such individuals reside or in nearby communities;
- To provide employment in services related to publicly owned and operated facilities and projects, or projects sponsored by 501(c)(3) organizations;
- To contribute to the general welfare of the community;
- To provide employment for eligible individuals;
- To provide additional employment opportunities and not to perform work the same or similar to that performed by any person who is on lay-off;
- To use methods of recruitment and selection which will assure that the maximum number of eligible individuals will have the opportunity to participate in the program;
- To provide training if necessary to make the most of the skills and talents of participants and to pay for reasonable training expenses;
- To provide a safe and healthy work site and to pay either minimum wages according to the Fair Labor Standards Act, or State or local minimum wage, or the prevailing rate of pay for persons in comparable work;

- To pay for necessary work-related transportation expenses of participants; and
- To assure that, to the extent feasible, projects will serve the needs of minority, Indian and limited English-speaking eligible individuals in proportion to their numbers in the state.

These objectives are consistent with the overall program purposes of employment and income for older individuals and community service. They also reflect an interest in training older individuals to help meet the overall program goals.

2.2.2 Increased Emphasis on Placement

In addition to the overall purposes of employment and income for older individuals and community service, the 1981 amendments reflect a new emphasis on placement of SCSEP participants in unsubsidized employment. Prior to the passage of these amendments, the DOL had been encouraged to enter into agreements designed to transition participants to private sector employment. The costs of such agreements were allowed as part of the program's appropriations, within certain limits.

With the 1981 amendments, the DOL was additionally directed to conduct experimental projects designed to assure second career training and the placement of eligible individuals in private sector employment.¹ Funding for these projects was allowed up to three percent of appropriations exceeding the FY 1978 level of appropriations.

In addition to the increased emphasis on the transition of participants to private sector employment in the 1981 amendments, DOL has shown increasing emphasis on placement of participants in unsubsidized employment. The purpose of such placement is stated in the proposed rules² for the SCSEP as published in the Federal Register, March 25, 1980:

"Project sponsors shall continually work to transition enrollees into private or other unsubsidized employment, thereby creating opportunities for additional persons to enroll in and benefit from community service employment."

¹The experimental projects conducted as a result of this mandate are the subject of a separate report prepared concurrently with the present report. See Centaur Associates, Inc. "Report on the 502(e) Experimental Projects," draft report prepared for the U.S. Department of Labor, Employment and Training Administration, May 23, 1986.

²Although these proposed rules were never finalized, they are included as part of the contracts with SCSEP sponsors when grants are awarded to conduct projects under SCSEP. Accordingly, they are considered to reflect DOL policy.

A placement goal of 10 percent of community service employment authorized slots was raised to 15 percent as part of this increased emphasis on the transition of participants to unsubsidized employment. This trend is continuing at present. The proposed rules for SCSEP, published in the July 19, 1985 Federal Register, would increase the placement rate from 15 percent to 20 percent.

2.2.3 Variations in Program Emphasis

The purposes of SCSEP as discussed in the prior two subsections can be grouped into four major categories: 1) income and employment (i.e., subsidized employment), 2) community service, 3) training, and 4) transition to unsubsidized employment. These approaches suggested to program operators by each of these categories are not entirely consistent. Income and employment goals stress continuity and long-term participation in a program which is relied upon as a source of income. Transition goals stress shorter-term participation and rapid turnover.

The DOL has allowed a great deal of flexibility in the approach and emphasis of SCSEP sponsors in designing and operating their projects. Consequently, much variation exists among SCSEP sponsors and local projects in the emphasis placed on each of these program purposes. This variation is discussed further in the next Chapter (see Section 3.3).

PART II
PROGRAM OPERATIONS

3.0 PROGRAM ADMINISTRATION

The Senior Community Services Employment Program (SCSEP) is administered by the U.S. Department of Labor. The DOL has had administrative responsibility for the program since 1967.

This chapter discusses the role of the DOL in administering SCSEP. An overview is provided of the national and State sponsors that operate SCSEP projects. The chapter concludes with observations on the policies of SCSEP sponsors and a discussion of linkages among DOL and the SCSEP sponsors.

3.1 Role of the Department of Labor

The SCSEP is administered within DOL by the Division of Older Workers within the Office of Special Targeted Programs in the Employment and Training Administration. The Division of Older Workers awards grants to eight national nonprofit sponsoring organizations and to units of state governments to operate SCSEP projects. No SCSEP projects are operated directly by DOL.

The DOL maintains a coordination, oversight and monitoring role in SCSEP. The Division of Older Workers reviews and processes grant applications from the national and State sponsors. Grants are awarded to the sponsors on the basis of allocation formulas specified in the Older Americans Act amendments of 1978 (see Section 3.1.4). The division also provides guidance, training and technical assistance, and policy direction to the program sponsors.

Currently, six federal representatives (a sixth representative was added to the staff of five that existed in the 1984-85 program year) within the Division of Older Workers, under the direction of a division chief, monitor the activities of the SCSEP sponsors. Quarterly performance and financial reports are submitted to the federal representatives by each national and State sponsor. These reports allow the federal representatives to determine whether any problems have been encountered by the sponsors. The federal representatives also monitor the use of funds through these reports. On-site visits are also made by federal representatives in carrying out their monitoring responsibilities.

3.2 National and State Sponsors of SCSEP

Eight national sponsors, all States (eight States turn their funding over to a national sponsor to operate), the District of Columbia, the Virgin Islands, Guam, Puerto Rico, American Samoa, the Trust Territories of the Pacific Islands, and the Northern Marianas are awarded grants by DOL to operate SCSEP projects.¹ The eight national sponsors are:

- Green Thumb, Inc.;
- National Council on the Aging;

¹In this report, the term "State sponsor", includes sponsors of projects in both States and Territories.

- National Council of Senior Citizens;
- National Retired Teachers Association/American Association of Retired Persons;¹
- Forest Service;
- Asociacion Nacional Pro Personas Mayores;
- National Caucus and Center on Black Aged, Inc; and
- National Urban League.

Appendix A provides the names, addresses, and telephone numbers of contact persons for each of the national sponsors.

3.2.1 SCSEP Funding and Number of Slots Administered by National and State Sponsors

SCSEP was funded in the amount of \$317,300 for the program year 1984-85. This funding supported a total of 62,088 positions for eligible older individuals. By law, 78 percent of the program funds are awarded to the national sponsors and 22 percent to the State sponsors. The table on the following page displays the funding level and number of positions for each national sponsor and for the State sponsors in the 1984-85 year.

Green Thumb is the recipient of the largest grant under SCSEP, with over one-fourth of the total program funding. Green Thumb's funding exceeds the amount granted to all of the States combined. NCSC is the next largest national sponsor, in terms of size of SCSEP grant, with about 16 percent of the total. The three minority organizations (NUL, ANPPM, and NCBA) received the smallest shares of the national sponsors, although funding to each of these exceeded the amount awarded to any individual State under SCSEP.

The largest amount received by any one State sponsor under SCSEP was \$5,104 thousand awarded to the State of California. The smallest State share, \$232 thousand, went to the Northern Marianas. The average State sponsor award was \$1,225 thousand.

The number of national sponsors operating in each State varies. In one State all eight national sponsors administer SCSEP projects. Eight States (of which five are Territories) have no national sponsor programs. All other States have at least two national sponsors operating SCSEP projects, with an average of four per State.

Although all States are funded State grants under SCSEP, eight turn their funds over to one or more of the national sponsors to operate SCSEP in their State.

¹The National Retired Teachers Association/American Association of Retired Persons is referred to in this report as the American Association of Retired Persons, or AARP.

Table 3-1
SCSEP Funding Levels and Positions
1984-1985

	<u>Funding Level</u> (\$ thousands)	<u>Positions</u>	<u>Percent</u> <u>of Total</u>
<u>National Sponsors</u>			
Green Thumb	\$84,407	16,518	26.6
National Council on the Aging	28,260	5,529	8.9
National Council on Senior Citizens	50,059	9,795	15.8
American Association of Retired Persons	38,790	7,590	12.2
Forest Service	20,963	4,102	6.6
Asociacion Nacional Pro Personas Mayores	77,376	1,514	2.4
National Caucus and Center on Black Aged	77,308	1,513	2.4
National Urban League	9,547	1,868	3.0
Total -- National Sponsors	247,494	48,429	78.0
<u>State Sponsors</u>	69,806	13,659	22.0
Grand Total	\$317,300	62,088	100.0

3.2.2 Administration of SCSEP Projects by National and State Sponsors

A variety of organizational arrangements are used by the State and national sponsors in administering SCSEP projects. The sponsors also vary in their degree of involvement in administering programs other than SCSEP. The paragraphs which follow discuss these topics for each national sponsor and for the State sponsors.

Green Thumb, Inc.

Green Thumb, Inc., is a private, nonprofit corporation sponsored by the National Farmers Union. Green Thumb has operated older worker employment and training programs in rural areas for over two decades. Green Thumb is funded solely under Title V and administers no other federal programs. Under Title V, Green Thumb also operates experimental projects in several states.¹

Green Thumb operates under the direction of an Administrator who serves as its chief executive officer. In addition to a national office headquartered in Arlington, Virginia, Green Thumb has 32 State units which operate the program in 45 States and Puerto Rico.

The national office of Green Thumb is organized into four major divisions for the provision of support and technical assistance to the State units. The Auditing and Program Monitoring divisions conduct on-site program review of enrollees and host agencies to ensure that program goals are being met. Two other divisions, the Controller and the Personnel divisions, provide administrative support to the units in their respective areas of responsibility.

Green Thumb unit offices consist of a director, required field personnel (e.g., area supervisors) and a manager/bookkeeper. Unit directors report to the Green Thumb Administrator at the national office. Unit directors are responsible for the operation of SCSEP projects. Green Thumb has no SCSEP project subcontractors. About 9,000 host agencies are associated with Green Thumb under SCSEP.

National Council on the Aging

The National Council on the Aging (NCOA) is a nonprofit membership organization located in Washington, D.C. that offers information, training, technical assistance, advocacy, publications, policy development, and research related to all aspects of aging. For the 1985 calendar year, NCOA had a total budget of \$38.6 million, of which SCSEP funds comprised about 83 percent. In addition to its basic Title V program, NCOA conducts experimental projects with its SCSEP grant.

¹The Green Thumb experimental projects along with the experimental projects of all other SCSEP sponsors are examined in a separate report prepared concurrently with the present report. See Centaur Associates, Inc., "Report on the 502(e) Experimental Projects," prepared for the U.S. Department of Labor, Employment and Training Administration, July 25, 1986.

The NCOA SCSEP program operates under the administration of a National Project Director who has primary responsibility for overall operations and contractual agreements. A Deputy Director assists with administrative and operational activities and coordinates with other units within NCOA. NCOA Field Representatives, under the supervision of Field Service Managers, are responsible for grant monitoring and the provision of technical assistance. A Special Assistant provides administrative and operational support to the Project Director and coordinates the NCOA experimental projects. In addition, the Special Assistant coordinates subgrantee project directors who provide program management, training and program development. The national office of NCOA also has a research unit that analyzes activities under SCSEP, and a training unit that identifies training needs and designs training programs.

With one exception, the NCOA administers its SCSEP projects through 63 subgrant agreements with private nonprofit organizations, units of local or state governments, and Indian tribal organizations. Between 2,000 and 3,000 host agencies are associated with NCOA under SCSEP. Subgrantees agree to absorb most of the administrative costs required for local project implementation and designate a staff member to assure the provision of training and supervision of participants. Subgrantees are for the most part selected on a sole source basis, although in some cases selection is competitive.

The one exception to the NCOA subgrant arrangement is in Los Angeles, where the SCSEP project is directly administered by NCOA. Supervision and monitoring of this office is handled by the NCOA western regional office. Quarterly project monitoring of all subgrantees is conducted on-site by the Field Representatives and the Field Service Managers. In addition, subgrantees must submit monthly progress and financial reports. Subgrantees are audited by NCOA every two years.

National Council of Senior Citizens

The National Council of Senior Citizens (NCSC), headquartered in Washington, D.C., is a membership organization consisting of approximately four million members, many of whom are union retirees. NCSC serves as an advocate for its members, offering legal, research and political services in areas that may benefit senior citizens. NCSC also operates housing programs for the elderly. Operating expenses for NCSC were about \$5 million in 1985, made up largely of membership dues. In addition, NCSC received approximately \$52.6 million in SCSEP funds during FY 1985-86.

The SCSEP program in NCSC is titled the Senior AIDES program. NCSC also operates its EXTRAide Program, designed to encourage experimental training leading to unsubsidized employment. Under the overall direction of the NCSC Executive Director, the Senior AIDES program is organized into three major units: the Program Division, the Finance Division, and the Support and Clerical staff.

The Program Division is responsible for the administration of the Senior

AIDES program. This division trains project directors, enforces contractual compliance, monitors projects, provides technical assistance and guidelines, and conducts an annual training conference. Regional Program Representatives in this division monitor and provide technical assistance to local projects. On average, four visits are made to each project per year. In addition, local project directors submit monthly progress reports to NCSC. The Finance Division provides fiscal control through semi-annual reviews, audits and analyses of individual program budgets. The Support and Clerical staff provide bookkeeping and administrative support.

NCSC subcontracts with approximately 145 local sponsor organizations. Many of these are agencies of city or county governments, while others are other Community Action, United Way or other nonprofit agencies. Local project sponsors provide a 10 percent non-Federal matching contribution to cover the administrative costs of the project. An estimated 3,500 host agencies are affiliated with the Senior AIDES program through the local sponsor organizations.

American Association of Retired Persons

The American Association of Retired Persons (AARP) is an organization of older individuals with over 21 million members. AARP offers its members program opportunities, legislative services and travel services. In addition to its budget of about \$150 million (in 1985), AARP received \$38.8 million to sponsor SCSEP projects. Until the 1985-86 program year, when one experimental project was initiated, AARP did not operate any experimental projects under SCSEP.

AARP administers its SCSEP projects directly through a network of 110 AARP offices located in 33 States and Puerto Rico. Headquartered in Washington, D.C., the SCSEP program is directed by the National Project Director who provides overall supervision of all project activities and personnel. The Assistant National Director for Field Operations, stationed in Texas, provides assistance to all field staff concerning policies and procedures of the national office. Eight Area Supervisors throughout the country direct and provide technical assistance to the local project directors under their supervision.

Local Project Directors at the 110 AARP offices are responsible for the day to day operations of SCSEP projects. Local projects are monitored at least semiannually, and usually more often, by Area Supervisors or other national staff members. Approximately 3,000 host agencies are affiliated with SCSEP through AARP.

Forest Service

The Forest Service, an agency of the U.S. Department of Agriculture, is responsible for managing the National Forest System, carrying out cooperative forestry programs with the States and private forestry organizations, and serving as the primary Federal agency involved in forestry research. The SCSEP is directed within the Forest Service by the Human Resources Programs staff in the agency's national headquarters in Washington, D.C. The Human Resources Programs staff provides overall

guidance to Forest Service field units carrying out SCSEP projects at 776 work sites (host agencies) throughout the country.

The National Forest System consists of 156 National Forests located in 44 States. Management of the National Forest System is conducted through nine Regional Offices, 122 Forest Supervisor Offices, and more than 600 District Ranger Offices. The Regional Offices plan and implement SCSEP in the individual National Forests. These Regional Offices monitor SCSEP projects and provide technical assistance when needed. Regional Office personnel also conduct on-site inspections of selected SCSEP projects. The projects are administered by the Forest Supervisor and the local projects are conducted at the District Ranger level.

The Forest Service also conducts cooperative forestry programs with State and local governments, the forest industry and private landowners. SCSEP projects are sometimes included in these programs. For example, the Northeastern Area of the Forest Service, administers several SCSEP projects. The daily operation of these projects is directed by the appropriate State Forester, however, Forest Service personnel from the Area Office conduct annual inspections of the projects.

Eight Regional Forest Experiment Stations provide overall management for Forest Service research efforts conducted at 81 sites. Each Station Director assigns staff personnel to provide direction to local SCSEP project officers. These projects are also inspected annually.

In addition to the SCSEP projects that are directly administered by the Forest Service, the agency also funds projects in three States through grants to State Foresters. The appropriate State and Private Forestry Area Director is primarily responsible for monitoring these projects.

Asociacion Nacional Pro Personas Mayores

The Asociacion Nacional Pro Personas Mayores (ANPPM), located in Los Angeles, California, is a private, nonprofit organization that promotes the well-being of the Hispanic community, its older members, and other low-income elderly. ANPPM has an annual budget of slightly over \$10 million, of which just under \$9 million is for SCSEP. ANPPM runs a media center to produce bilingual materials on or for the low-income elderly and conducts surveys for research on the Hispanic community. ANPPM also has a subsidiary, the El Pueblo Community Development Corporation, that constructs housing and economic development projects for the Hispanic community.

The SCSEP program at ANPPM is called Project Ayuda. Project Ayuda is operated directly by ANPPM in six states and Washington, D.C. In addition, ANPPM has a network of subgrantees for the operation of Project Ayuda in five other states. In total, Project Ayuda operates in 11 states. A total of 415 host agencies are affiliated with SCSEP through Project Ayuda.

Under the overall direction of the Executive Director of ANPPM, Project Ayuda is administered at the national office by a Project Coordinator. The Project Coordinator manages subgrantee projects, supervises ANPPM

Project Ayuda staff, and monitors the project. The Internal Audit Coordinator conducts all internal Project Ayuda audits. The Senior Project Monitor is responsible for training and orienting local project staff on job development and employer relations, and also coordinates the overall unsubsidized placement effort. Finally, the Project Monitor monitors the projects and provides technical assistance to subgrantees and host agencies.

Project Ayuda subgrantees designate a Project Director who is responsible for the day-to-day operation of the program. Subgrantees submit monthly written progress and financial reports to ANPPM.

National Caucus and Center on Black Aged, Inc.

The National Caucus and Center on Black Aged, Inc. (NCBA), was established in 1973 as a vehicle for programs designed to improve the quality of life for the black elderly. The NCBA serves both as an advocacy organization and an operator of programs for the elderly. With an annual budget of about \$12 million, the NCBA operates training programs such as SCSEP and JTPA, conducts research, and operates housing programs for the elderly. In addition, the NCBA owns and operates several senior citizens' housing complexes.

The NCBA administers its SCSEP as the Senior Employment Program (SEP). SEP is administered directly by the NCBA in 10 states and Washington, D.C. Overall administration and authority for the SEP rests with the NCBA President.

In its Washington, D.C. office, the NCBA is organized into three major divisions: the Employment and Training Group, the Finance and Administration Group, and the Economic Development Group. The Vice President of the Employment and Training Group is also known as the SEP Program Director. The SEP Program Director is responsible for directing SEP and the other training programs operated by the NCBA. In addition to receiving monthly and quarterly reports for the NCBA State Program Coordinators, the SEP Program Director provides daily guidance and assistance to the states on the telephone and through written communications, conducts periodic on-site monitoring visits to the state offices, and coordinates service training and technical assistance seminars for all SEP staff.

State Program Coordinators are responsible for daily project operations within their area. NCBA staff at the state level also include a secretary and one or two Job Developers. Between 600 and 700 host agencies are affiliated with NCBA through SEP.

National Urban League

The National Urban League (NUL) is a nonprofit community service organization, headquartered in New York City, which serves minority and other low-income individuals. The NUL has 113 affiliates in 34 States and Washington, D.C. It serves its constituents through a wide range of direct program services, research, and advocacy.

Of its total budget of about \$25.3 million, in 1984-85 NUL received about \$9.5 million in SCSEP grant funds. Other major sources of funds include unrestricted contributions and other public support, dues from its affiliates, and other restricted grants from foundations and corporations.

The NUL calls its program the Seniors in Community Service Program (SCSP). NUL also operates experimental projects under SCSEP. The NUL administers SCSP through subgrants with 23 of its affiliates in various cities located in 15 States. About 500 host agencies are associated with SCSP through the NUL program. In addition to SCSP, local affiliates of the NUL are funded through the United Way and other local, area, or State agencies to serve the elderly in nutrition programs, outreach, information, and referral services.

Within the national office, SCSP lies within the Program Department. Reporting to the Vice President of Programs and Field Services, the Program Director supervises the National Director of SCSP. Program coordinators and contract assistants in the national office provide technical assistance and guidance to the subgrantees in the field.

At the subgrantee level, SCSP projects are headed by a Project Director who is responsible for the day-to-day operation of the program. The Project Director submits monthly progress and financial reports to the national office. NUL-SCSP staff conduct on-site visits at least twice a year to monitor the program and financial administration of each project.

State Sponsors

The States use a variety of organizational arrangements in administering SCSEP. In 44 States, the State portion of SCSEP is administered by the State Unit on Aging (SUA). The SUA is an agency of state government designated by the governor as the focal point for all matters relating to the needs of older persons within the state. The term State Unit on Aging is generic, reflecting the diversity that exists in state governmental arrangements. A little over one-half of the state units are independent, single purpose agencies. The remainder are located within a multipurpose agency, such as a department of social services or a human resources department. State Units on Aging may operate their SCSEP program directly or indirectly through Area Agencies on Aging or other local service delivery organizations.

In four States, the SCSEP is operated by a State agency other than the SUA, such as the State department of labor. In six States, the SCSEP funds are turned over by the State to one of the national sponsors. In two States, SCSEP funds are turned over to a national sponsor which in turn subcontracts its program with the SUA. One State splits its SCSEP funding between the SUA and a national sponsor. Finally, one State SUA administers a national sponsor's grant.

The National Association of State Units on Aging (NASUA), located in Washington, D.C., is a national public interest organization which provides general and specialized information, technical assistance, and professional development support to its members, the 57 State Units on

Aging. In the area of employment, NASUA serves as a liaison between the States and a variety of organizations and agencies including the U.S. Department of Labor and the national sponsors. NASUA operates a national clearinghouse on JTPA and older workers, and provides seminars and workshops on coordination between the JTPA and SCSEP.

Summary of Administrative Models Used Under SCSEP

The organizational arrangements of the SCSEP sponsors are complex and varied. Multiple arrangements are used by the national and State sponsors in administering their SCSEP grants. These multiple arrangements can be categorized into two broad categories of SCSEP administration: direct sponsorship and indirect sponsorship.

Under the direct sponsorship arrangement, national or State sponsors which receive the SCSEP grant also are the organizations which administer the program locally, including overall supervision and guidance, recruitment and training of participants and assignment of participants to host agencies. Most of these fund their local project administrative staff with SCSEP grant dollars, although one, the Forest Service, bears most of the costs of project administration under the budget of the operating agency.

Under the indirect sponsorship arrangement, national or State sponsor which receive the SCSEP grant subcontract activities related to operation of the program, such as participant recruitment, training, and assignment to host agencies. Some of these subgrantees may further subcontract to other agencies for program operations. Local project administrative funds are provided in one of three arrangements. Some sponsors provide local project administrative funds entirely out of the SCSEP grant (e.g., the NUL). Other sponsors which operate their projects indirectly provide some, but not all, project administrative funding through their SCSEP grant and the remaining administrative costs are borne by the agency that operates the local project (e.g., NCOA). In the third arrangement, all administrative costs are covered by the local project in its 10 percent non-Federal matching contribution to the grant (e.g., NCSC).

Most national and State sponsors operate all of their local SCSEP projects based on one of the two broad categories of sponsorship arrangement. Those sponsors that utilize both direct and indirect modes of program administration (e.g., the NCOA, ANPPM, and Forest Service) can be characterized as using in one of the two sponsorship arrangements based upon their principal mode of administration.

Five national sponsors place principal reliance upon a direct mode of sponsorship: 1) the Forest Service, 2) AARP, 3) Green Thumb, 4) NCBA, and 5) ANPPM. Three national sponsors place principal reliance upon an indirect mode of sponsorship: 1) NCSC, 2) NCOA, and 3) NUL.

State sponsors can also be characterized within these two categories. Those State sponsors that turn over their funding to the national sponsors or to other subcontractors operate in the indirect mode. Those that conduct their own project operations -- recruitment, assessment, enrollment, and associated program operations -- utilize the direct mode

of sponsorship. Of the State projects selected in the sample of projects examined for this study, 25 percent operate their programs directly and 75 percent use an indirect sponsorship arrangement.

3.3 Variations Among Sponsors in Program Emphasis

Section 2.2 of this report addressed the multiple objectives of SCSEP: 1) employment, 2) training, 3) community service, and 4) placement in unsubsidized employment. The historical emphasis of the program has been on the provision of employment and training for older individuals and services to the community. However, as discussed in Section 2.2.2, increasing emphasis has been placed in the legislation and by DOL on the placement of SCSEP participants in unsubsidized employment.

General consensus and uniformity appears to exist among the national and State sponsors of SCSEP on the program's objective of providing community service employment (and training associated with that employment) to eligible participants. Similar emphasis is also placed among the sponsors on the provision of services to the community, although the methods to identify the needs of the community vary (see discussion in Section 4.2.1).

However, sponsors differ more markedly in their policies related to the objective of placement of SCSEP enrollees in unsubsidized employment. Although all sponsors of SCSEP programs attempt to comply with DOL goals for the unsubsidized placement of enrollees, the sponsors place varying emphasis on achieving these goals. This discussion focuses on some of the variations in the policies of SCSEP sponsors related to the placement of participants in unsubsidized employment.

All SCSEP sponsors are believed to have a policy of informing enrollees of the unsubsidized placement goal set by DOL. However, the emphasis on this point ranges widely. Some sponsors include a simple statement in an information sheet given to enrollees that unsubsidized employment is one of the goals of the program and that enrollees should be willing to seek employment outside the program. For example, the information sheet developed by one sponsor for its enrollees contains the following:

One of the program goals is to place enrollees in unsubsidized employment. Be sure that your [project supervisor] is aware of your job qualifications so that you do not miss any placement opportunities.

Other sponsors stress unsubsidized employment as one of their primary goals. One sponsor, for example, makes this point in the opening paragraphs of its enrollee handbook:

The goal of the program is to help enrollees develop their work capabilities and obtain permanent job opportunities either with the assigned host agency or in the private sector.

Later, in this same handbook:

The goal is for you to leave this work-training program because

you have a good full-time or part-time job waiting for you with either your host agency, on their payroll, or with a private employer.

At least two sponsors require enrollees to sign a formal agreement that they will seek unsubsidized employment. One sponsor includes the following clauses in its enrollee agreement:

The SCSEP is not permanent employment but a subsidized work experience and training program...designed to teach me new and marketable skills so that I may enter the competitive job market.

I agree to seek unsubsidized employment.

Many, but not all, sponsors of SCSEP projects have a policy of encouraging their host agencies to hire enrollees if funds become available and they have an opening which an enrollee can fill. Program handbooks or fact sheets are published by some sponsors to inform host agencies of their responsibility to hire enrollees if possible. One such fact sheet contains the following clause:

Worksites are encouraged to make every effort to hire the enrollee when it is determined that he/she can fill position vacancies within that agency.

Other sponsors have developed formal host agency agreements that must be signed by an official of the host agency. A clause in the host agency agreement used by one sponsor reads:

As ways of utilizing these enrollees are explored, and as their capabilities and interests are established, we will consider offering permanent employment, either on a full-time or part-time basis, to those persons who meet our needs, and as positions become available.

Another host agency agreement reads:

The host agency agrees to consider the enrollee for regular job openings within the host agency when vacancies occur and to give the enrollee first consideration if and when funds become available for the position in which he/she serves or one having similar duties.

Another method used by sponsors to encourage host agencies to directly hire enrollees is to implement a policy of limiting the duration of employment of enrollees with any one host agency (except in certain cases, such as handicapped enrollees). This policy of "rotating" enrollees after a period of one or two years may provide an incentive to some host agencies to hire an enrollee that has already been trained rather than train a new enrollee. This policy is not wide-spread among the sponsors, however, and some sponsors argue that the transferring of enrollees among work sites is disruptive to the security some older workers seek in employment and also that it is disruptive to the provision of community services under the program. Sponsors which use

this policy argue that limiting the duration of employment with a host agency increases placement rates, provides enrollees with more training through experience with additional work sites, and creates more innovative work site assignments.

Sponsors that administer their SCSEP projects indirectly through subgrant arrangements with other agencies attempt to influence the subgrantee's emphasis on placement through their subgrant agreement. Sponsors also pass on policy statements and forms for their subgrantees to use in directing local projects. One sponsor which administers its projects indirectly requires letters of agreement from its subgrantees in which placement goals are specified for each month of the program year.

Other policies of SCSEP sponsors reflect greater or lesser emphasis on placement as a goal. One sponsor has offered special recognition at its annual meeting to enrollees who have been with the program for very long periods of time. In contrast, another sponsor gives recognition at its annual meeting to local projects that have high placement rates. In addition, this sponsor provides letters of commendation to local projects that improve their placement rate by 50 percent over the prior program year.

3.4 Linkages and Coordination among SCSEP Sponsors

Linkages among the sponsors of SCSEP programs are largely informal. Coordination occurs through telephone and written correspondence, and periodic meetings of the sponsors. In addition, the DOL periodically holds meetings of SCSEP sponsors to discuss specific issues (e.g., the equitable distribution of slots). Generally, these meetings are attended by all national sponsors. State representation has often been restricted, due to space limitations, to a representative of the National Association of State Units On Aging (NASUA), which serves as a liaison between the states and other agencies. Sometimes individual state program representatives are invited to such meetings.

Linkages among sponsors appear to be stronger internally among the national sponsors than between national and state sponsors, however. The large number of state sponsors (57) and their geographic spread makes it difficult for them to assemble regularly in a group to discuss issues related to SCSEP. As indicated above, a representative of NASUA is sometimes present at meetings of national sponsors or meetings called by DOL in its capacity as liaison between the states and the DOL and national sponsors. NASUA also has an Older Worker Committee, represented by State directors of SCSEP programs, which meets regularly to discuss issues related to older workers in general, including SCSEP.

In contrast to the geographic dispersion of the states, six of the eight national sponsors are headquartered in Washington, D.C., and meetings among the national sponsors are held about every quarter. These quarterly meetings are used to discuss new developments in their projects, and issues raised as a result of changes in DOL policy or new guidance from DOL. The sponsors also share quarterly reports, preapplications and applications with each other on a regular basis.

4.0 LOCAL PROJECT ADMINISTRATION AND OPERATION

This chapter discusses information on the 1984-85 program year developed during on-site field visits to 40 local projects that operate SCSEP programs. The 40 local projects consist of a scientifically selected probability sample with the probability of project selection associated with project size. This sample selection process was used to meet other objectives of the evaluation. As a consequence, the specific results contained in this chapter cannot be projected to national totals in the operation of SCSEP. Specific results may be biased upward because the sampling methodology provided for increased probability of selection with size of the project. Nonetheless, the results are sufficient to indicate general trends in the program. Accordingly, this chapter discusses the administration and operation of the sample of local projects included in the evaluation.

The chapter is divided into four broad topics. In Section 4.1, the administrative characteristics of the local projects visited are described. The operations of the local projects are discussed in Section 4.2. Section 4.3 discusses methods used by local projects to transition enrollees to unsubsidized employment. Section 4.4 addresses the mechanisms used by local projects to coordinate their activities within SCSEP and with other relevant programs.

4.1 Local Project Administration

A great diversity exists among local projects with respect to size, budget, and types of services provided. The sample of SCSEP local projects range from a small private nonprofit corporation which operates only an SCSEP program to a very large public agency unit that administers a variety of income maintenance programs. This section describes the administrative elements of the local organizations which operate SCSEP projects. Topics addressed include the characteristics of the organizations involved in operating local projects, their organizational missions, their funding and staffing characteristics, and their administrative costs.

4.1.1 Administrative Characteristics

Table 4-1 contains information on the administrative characteristics of the 40 local projects visited. Most organizations which operate SCSEP projects locally are affiliated with a national sponsor. Most local projects also are administered indirectly by their sponsors. Under this indirect arrangement, sponsors which receive an SCSEP grant from DOL subcontract their local activities to other organizations. Some of these organizations may, in turn, further subcontract their programs to other organizations. Under the direct administrative arrangement, sponsors which receive an SCSEP grant also are the organizations which operate the local projects.

About two-thirds of the SCSEP local projects are operated by private nonprofit corporations such as:

Table 4-1
Administrative Characteristics of Local Projects

<u>Type of Administration</u>	<u>Percent of Projects</u>
National Sponsorship	80
State Sponsorship	20
Direct Administration	40
Indirect Administration	60
Public Agencies	35
Private Nonprofit Corporations	65
Length of Time In Operation:	
Over 10 years	23
5 to 10 years	60
Less than 5 years	18

Source: Field visits conducted by Centaur Associates, Inc. at a sample of 40 local projects, between June and October, 1985.

- Local chapters or offices of the National Urban League, the AARP, the NCBA, ANPPM, and Green Thumb;
- Local economic development commissions; and
- Social services planning organizations or providers.

About one-third of the SCSEP local projects are operated by public agencies such as:

- Area Agencies on Aging;
- National Forest offices of the Forest Service;
- State Units on Aging;
- Local councils of government;
- City departments of human resources; and
- County boards of education.

As of October, 1985, local SCSEP projects had been in operation for periods of time ranging from slightly over two years to over 20 years. The earliest of these began operations under Operation Mainstream in 1965. Most local projects had been in operation for between five and 10 years.

4.1.2 Organizational Missions

About one-quarter of the organizations which operate SCSEP projects locally operate their SCSEP program exclusively, that is, they do not operate any other programs, services or activities and have no source of funding other than SCSEP. The majority of local project organizations do operate other programs. The "missions" of these organizations can be categorized into four groups: 1) multiple programs and services for the elderly, 2) multiple programs and services for low-income persons of all ages, 3) forest services, and 4) other. Table 4-2 presents the percentages of projects which fall into each of these groups.

As shown in the table, almost two-thirds of the local projects offer multiple programs or services, either geared to the elderly or to low-income groups of all ages. From a slightly different perspective, about one-half of the organizations that operate local SCSEP projects target the elderly in their programs and services. Half of these operate only an SCSEP program, while the other half provide other services to the elderly in addition to SCSEP.

4.1.3 Funding and Staffing Characteristics

Table 4-3 presents information on the funding and staffing characteristics of the organizations responsible for SCSEP local projects. These organizations range from a small, one-person (full-time equivalent, or FTE) private nonprofit corporation, with no outside

Table 4-2
Missions of Local Projects

	<u>Percent of Local Projects</u>
SCSEP Only	25
Multiple Programs, Low-Income, All Ages	38
Multiple Programs, Elderly	25
Forest Service	8
Other	5

Source: Field visits conducted by Centaur Associates, Inc. at a sample of 40 local projects, between June and October, 1985.

Table 4-3
Funding and Staffing Characteristics of Local Projects

	<u>Range</u>	<u>Median</u>
Federal SCSEP Funding	\$55,600 - \$4,705,000	\$441,867
Number of Authorized Slots	12 - 954	87
Non-SCSEP Funding:		
All Projects	\$0 - \$1.4 billion	\$ 1 million
Projects with Non-SCSEP funding	\$20,000 - \$1.4 billion	\$3.7 million
Total full-time staff	1 - 9,000	26
Staff Assigned to SCSEP (FTE)	<1 - 28	2.5
Enrollees Assigned to SCSEP Project Administration	0 - 15	3.5

Source: Field visits conducted by Centaur Associates, Inc. at a sample of 40 local projects, between June and October, 1985.

funding other than that provided through SCSEP, to a large public agency unit with over 9,000 employees and a budget of \$1.4 billion. Because the one very large organization is so much larger than the rest of the organizations that operate SCSEP projects, the computation of averages for the relevant funding and staffing measures does not provide an accurate indication of the characteristics of a typical SCSEP sponsoring organization. For this reason, medians rather than means are presented in Table 4-3. The median is a measure of central tendency which is defined as "typical" in the sense that one-half of the projects have staffing or funding levels higher than the median, and one-half of the projects have staffing or funding levels below the median. This measure tends to be lower than the arithmetic average, but is more descriptive of the sample because, as mentioned, the existence of one very large organization in the sample of projects would drive computations of averages in an upward direction.

During the 1984-85 program year, the median funding level for SCSEP projects was about \$440,000. The median number of slots supported by this level of funding was 87.

In addition to their SCSEP funding, about 75 percent of the local projects have other sources of funding. Most of these other funding sources support the operation of programs other than SCSEP. All those projects which have no non-SCSEP sources of funding are affiliated with national sponsors which administer their local projects directly. In addition, all those projects which have no non-SCSEP sources of funding are private nonprofit corporations. The median amount of non-SCSEP funding received by those organizations which did have other funding sources was \$3.7 million.

The most common funding sources other than SCSEP are those targeted upon the elderly or low-income persons. About one-quarter of the local organizations with non-SCSEP funding support receive AoA Title III funding. A slightly smaller percent receive funds to operate programs such as Head Start, WIC, and Meals on Wheels. About one-third of the projects are the recipients of Title XX social service block grants. The United Way also contributes to the budgets of about 20 percent of the organizations responsible for SCSEP local projects.

It appears that only a fraction of the local organizations which operate SCSEP projects receive funding through JTPA (less than 10 percent of the local projects visited fell into this category). For those that do receive funding through JTPA, the most common source is the JTPA 3 percent set-aside. Others have received JTPA Title IIA funds. In addition to those local organizations which have been successful in obtaining JTPA funds, several local projects have attempted to secure JTPA funds but have not been successful.

The size of the full-time staff of the organizations which operate SCSEP projects ranges from one to about 9,000. The median staff size of these organizations is 26. As with the amount of non-SCSEP funding, the public agencies are larger than the private nonprofit corporations with respect to staff size.

The median SCSEP staff size is 2.5 FTE. All projects have some sort of project director or coordinator with overall responsibility for the day-to-day operation of the program. This position is part-time at about 25 percent of the local projects. About 20 percent of the local projects have only a project director/coordinator as their SCSEP staff.

Other staff positions which are assigned to the administration of local projects may include clerical staff, field staff and counselors. Slightly over one-half of the local projects have staff members assigned to perform SCSEP clerical operations. Slightly fewer employ field staff such as area coordinators or job developers on their SCSEP staff. About 10 percent have counselors or older worker specialists on their staff.

In addition to the SCSEP staff, the median SCSEP project assigned 3.5 enrollees to local project administration. Such enrollee assignments add slightly less than two FTE to the staff capability of the median SCSEP project since these positions are part-time. About one-quarter of the local projects use no enrollees in project administration.

Enrollees may be placed in any of the staffing positions used in project operations, including clerical, field, or counseling positions. About 58 percent of the local projects use SCSEP enrollees in clerical positions, including typists, file clerks and payroll clerks. Another one-third of the local projects assign enrollees to serve as job developers. Ten percent of the local projects use enrollees in field monitoring positions. Other positions filled by enrollees in local project administration include those of assistant counselors and intake specialists.

4.1.4 Administrative Costs

The percentages of SCSEP funds expended by local projects on project administration varies widely. Of the local projects visited, only one had administrative costs over 15 percent (at a level of 16.6 percent). About 18 percent of the local projects used none of their SCSEP funds for project administration. About eight percent used more than 12 percent of total SCSEP funding in administrative costs.

Most local projects indicated that they would have no difficulty in keeping administrative costs below 12 percent, the level required by Congress for FY 1987. None of the projects with administrative costs currently over 15 percent indicated that they would have difficulty complying with a reduced administrative cost ceiling. Contrary to intuitive expectations, about one-third of the projects with administrative costs currently under 12 percent indicated that a reduction of the ceiling to 12 percent would present problems for them. A possible explanation for this is that these local projects may expect their sponsors to react to a reduction of the administrative cost ceiling by requiring all local projects under their jurisdiction to reduce administrative costs proportionally.

4.2 Local Project Operations

The following subsections discuss the operations of the local SCSEP projects. Three broad topics are addressed: 1) selection and assignment of enrollees, 2) employment of enrollees under SCSEP, 3) and training and supportive services provided.

4.2.1 Selection and Assignment of Enrollees

Most local projects have no difficulty in identifying applicants for their SCSEP program. Local projects tend to target applicants on the basis of age (age 60 and over) and economic status, however some target enrollees based on other criteria. Assignments of enrollees are generally made based on the job openings of host agencies. Except for a general orientation to SCSEP, few enrollees receive any training prior to their work site employment.

Identification of Applicants

Organizations which operate SCSEP projects locally have little difficulty in identifying and recruiting eligible older workers for participation in the program. Over 90 percent of the local projects have waiting lists of eligible applicants, although only about one-half of these are on paper. The rest of the local project operators indicated that they keep a mental waiting list of applicants for SCSEP.

Local projects identify potential SCSEP applicants in their community in a variety of ways. Most applicants learn about SCSEP through word-of-mouth. Seventy percent of the local projects indicated that word-of-mouth was the primary source of applicants in their program. Referrals from other agencies were the primary source of applicants for about 13 percent of the local projects, although most local projects receive at least some applicants through referrals.

Other methods used by the local projects to identify potential applicants for their SCSEP program, in decreasing order of usage, include newspaper articles, listings with the local employment service, television advertisements, radio advertisements, presentations at local meetings and events, advertising through flyers, brochures and posters, use of classified advertisements, and use of press releases.

Selection of Enrollees

Local projects generally attempt to select enrollees who are aged 60 and older from among their applicants. However, high priority in selection is given based on other criteria for some local projects. During the site visits, local SCSEP project staff were asked to rank their criteria for enrollee selection. Table 4-4 presents information on the first selection criterion used by the local projects. This information is provided from two perspectives. First, the ranking of first selection criterion is provided as a percent of the local projects which use the criterion. Second, the ranking of first selection criterion is provided as a percent of the authorized slots which are represented by the local projects which ranked the selection criterion identified first. This

Table 4-4
First Enrollee Selection Priority
of Local Projects

	<u>Percent of Local Projects</u>	<u>Percent of Authorized Slots Affected</u>
Age 60 and over	49	56
Reenrollee	13	23
Economically Disadvantaged	25	18
Minority	1	1
Temporary Enrollee	3	<1
Other	8	2

Source: Field visits conducted by Centaur Associates, Inc. at a sample of 40 local projects, between June and October, 1985.

latter measure, percent of authorized slots, essentially gives more serious weight to projects which serve more people (i.e., have greater numbers of authorized slots). This measure is accordingly more realistic from the perspective determining nationwide trends.

As shown in the table, most local projects place their highest priority in enrollee selection on applicants aged 60 or older. An apparent reflection of this policy is the fact that about 57 percent of the enrollees in local projects during the 1983-84 program year were age 60 or over (see discussion in Part III, Chapter 6). However, substantial variation exists among the projects with respect to the age breakdown of enrollees. To some extent these differences may be related to the composition of the local population and out of control of the SCSEP project. However, it is also possible that variations among the local projects in the age of enrollees may reflect local policies of the projects with respect to recruiting applicants over the age of 60 years.

Local project operators representing about one-fourth of the authorized slots indicated that their selection policies give priority to applicants who are reenrollees. In actuality, about 12 percent of enrollees in 1983-84 were reenrollees. Economically disadvantaged enrollees are targeted by about a quarter of the local projects. Minority and temporary enrollees are accorded the highest priority by very small proportions of local projects.

Included in the "other" category of selection criteria are the very small number of local projects which allow host agencies to interview applicants and make their own selection among applicants. These projects ensure that enrollees meet general SCSEP eligibility criteria, but host agencies may select from several applicants based on their own criteria.

Assignment of Enrollees to Work Sites

Determinations of what services enrollees will provide during their SCSEP employment are generally made by the local projects based on job openings of existing host agencies. About 25 percent of the local projects conduct community needs assessments (or use needs assessments conducted by other agencies) to assess the types of services which their enrollees should provide.

By and large, assignments of eligible project applicants are made based on the job openings of existing host agencies. Few host agencies are recruited for affiliation with SCSEP in order to provide a work site for a specific enrollee with specific skills or capabilities. Similarly, a small percentage of local projects pursue a policy of recruiting specific types of host agencies based on an analysis of the community service needs in their area. Community service needs are generally defined by the needs of the existing host agencies.

Given the job openings of existing host agencies, enrollee assignments are generally made based on an assessment of the work history, education, attitudes and preferences of enrollees. Vocational testing has been used by only about 15 percent of the local projects, and those that have used it do so on an infrequent basis.

Assessments of enrollee skills, capabilities and interests, and the subsequent assignment of enrollees to host agencies, are performed by the project director in about one-third of the local projects. Field staff such as area supervisors or area coordinators, perform these functions in another one-third of the local projects, although in some cases both the project director and the field staff play a role in enrollee assessment and assignment. Job developers also have responsibility for enrollee assignments in about one-fourth of the projects. In over half of the local projects, enrollees meet with one only project representative for assessment and assignment. The remaining projects involve more than one staff member in the initial assessment and assignment process for each enrollee.

Orientation to the Program and Training Prior to Work Site Employment

Orientation of enrollees to the program is fairly similar among the local projects. Almost all enrollees receive some sort of handbook on the program. Information provided to enrollees includes their job responsibilities, their rights and responsibilities as enrollees, their fringe benefits, and procedures to follow in completing time sheets. Many also receive brochures on the sponsor or program with which the local project is affiliated.

Most projects orient their enrollees to the program informally and on an individual basis. About one-third use large group sessions to orient enrollees to the program. One local project visited conducts orientation sessions for new enrollees and requires that each new enrollee then attend a job search workshop for three weeks (in groups of five enrollees, for three hours a day, five days a week). Enrollees are required to go through this process and attempt to find unsubsidized placement before they are assigned a position with a host agency under SCSEP.

Aside from a general orientation to the program, few SCSEP enrollees receive any training prior to their employment at a host agency work site. Almost two-thirds of the local project agencies provide no training (other than an orientation) to enrollees prior to their work site employment. Of those local projects that do offer pre-employment training to enrollees, such training is generally provided to a small percentage of enrollees. Overall, less than three percent of all authorized slots are estimated to receive some sort of training prior to work site employment. Types of positions for which training is offered include outreach workers, van drivers, and health care aides. Some projects also offer safety training in the operation of specific equipment. Also offered are instruction in CPR, first aid, and English as a second language.

4.2.2 Project Operations During SCSEP Employment of Enrollees

Part III of this report provides quantitative information on the types of community services provided by enrollees during their SCSEP employment. This section discusses the wages and fringe benefits received by enrollees during their employment under SCSEP. In addition, local

project operations to reassess and recertify enrollees are described.

Enrollee Wages

Most SCSEP enrollees receive the minimum wage of \$3.35 per hour during their employment with the project. However, some enrollees earn more, depending on the job position held under SCSEP.

Over one-third of the local projects pay one wage to enrollees, regardless of the enrollee's job position. Most of these pay \$3.35 per hour, although basic rates of \$3.40, \$3.52, \$3.68 and \$4.25 per hour are also paid by some local projects visited. One local project provides a base rate of \$3.35 per hour but this rate is supplemented by some host agencies, so some enrollees earn more than the \$3.35 per hour offered by the project.

Typically, those projects that offer a range of wage rates provide the base rate (somewhere between \$3.35 and \$3.45) to most enrollees. A higher wage rate frequently is paid to enrollees serving in administrative capacities with the local projects, particularly those serving as field supervisors, job developers, or counselors.

Worker's Compensation, Social Security, Leave, and Insurance Benefits

Due to differences in the benefit policies of national and state sponsors, an SCSEP project enrollee with one local project may not receive the same benefits as an enrollee with another local project. In fact, within some local projects the benefits offered may vary with the host agency to which the enrollee is assigned.

Table 4-5 provides a list of Worker's Compensation, Social Security, leave and insurance benefits which may be available to SCSEP enrollees. For each of these, the percentage of local projects which provide Worker's Compensation, Social Security, leave and insurance benefits is indicated. In addition, the percent of authorized slots represented by those projects which offer these benefits is shown.

All local projects provide Worker's Compensation. The majority also provide Social Security, and to a somewhat lesser extent, sick leave and holiday benefits to enrollees. Annual leave is provided to over half of the authorized slots, and unemployment insurance benefits are available to less than one-half. Only about 15 percent of the authorized slots are covered by health insurance, reflecting a belief by many SCSEP sponsors that providing medical coverage might hamper efforts to transition to unsubsidized employment.

Recertification, Reassessment and Enrollee Meetings

Once enrollees are assigned to work sites with host agencies, SCSEP projects generally maintain ongoing contact with enrollees in three ways. First, it is an SCSEP requirement that the program eligibility of all enrollees be recertified annually. Second, all SCSEP projects have some procedure for assessing the status and progress of enrollees in their work assignments on a periodic basis. Third, many SCSEP projects also

Table 4-5

Worker's Compensation, Social Security, Leave and Insurance Benefits
Offered to SCSEP Enrollees
by Local Projects

<u>Benefit</u>	<u>Percent of Local Projects</u>	<u>Percent of Authorized Slots Affected</u>
Worker's Compensation	100	100
Social Security	93	91
Sick Leave	85	88
Holidays	83	91
Annual Leave	63	55
Unemployment Insurance	55	44
Health Insurance	20	15

Source: Field visits conducted by Centaur Associates, Inc. at a
sample of 40 local projects, between June and October, 1985.

hold periodic meetings of enrollees. These three types of ongoing contact with enrollees are described further in the following paragraphs. Enrollees must be recertified annually to ensure that they continue to meet the eligibility requirements of the program. Enrollees are also required to receive an annual physical. Annual recertification of enrollees is usually performed in a meeting between the enrollee and the project director, a representative of the field staff or some other staff member of the local project. Most projects conduct annual recertifications at the local project office, and some conduct them at the enrollee's work site or home. About 10 percent of the local projects conduct their annual recertifications in large group meetings of enrollees.

Enrollees are reassessed to determine whether their needs are being met, whether they have any additional training needs, and to determine steps that may be needed to transition the enrollee to unsubsidized employment. About one-half of the authorized slots are reassessed more often than annually by their local projects (see Table 4-6). About 40 percent of the local projects conduct enrollee reassessments only at the time of the enrollee's annual recertification. Another 15 percent of the local projects conduct enrollee reassessments annually, but not at the same time as the annual recertification is performed. The remaining 45 percent conduct reassessment monthly, quarterly, semiannually, or on an ongoing, informal basis such as when the enrollee comes in to pick up their paycheck or when a field staff representative of the local project visits the host agency where the enrollee is assigned.

Enrollee meetings are held in order to provide information regarding consumer needs, health, safety, budgeting, and available social services. About two-thirds of the local projects hold meetings of all enrollees on a periodic basis to transmit information to enrollees and/or to offer information on job-seeking skills or upgrading their employment skills. Some local projects hold monthly enrollee meetings, others have them quarterly, semiannually, annually, or on an irregular basis.

4.2.3 Training and Supportive Services Provided

Most SCSEP enrollees receive on-the-job training during their work assignments with a host agency. Few receive training outside of the work place. In contrast, a large portion of enrollees receive some sort of supportive services as a result of their association with a local project.

Training of Enrollees During Employment Under SCSEP

The most common type of training provided to enrollees under SCSEP is on-the-job training conducted by the host agency. All local projects rely on their host agencies to provide on-the-job training to enrollees. In most cases host agency on-the-job training is the primary method used by local projects to train enrollees.

Some local projects limit the duration of employment with a host agency by enrollees for a specified period (typically one or two years). This policy of "rotating" enrollees among work sites may have the effect of

Table 4-6
Frequency of Enrollee Reassessment
by Local Projects

	<u>Percent of Local Projects</u>	<u>Percent of Authorized Slots</u>
Annually	55	51
Ongoing (informal)	23	19
Semi-Annually	13	11
Monthly, Bimonthly or Quarterly	10	19

Source: Field visits conducted by Centaur Associates, Inc. at a sample of 40 local projects, between June and October, 1985.

increasing the types of on-the-job training and skills to which enrollees are exposed. About 30 percent of the local projects limit the duration of employment with a host agency, except in certain cases (e.g., the very elderly). This policy is estimated to affect approximately 20 percent of the authorized slots in the program.

Formal training under SCSEP is not widely used. Most local projects have access to training resources in their community, such as community colleges, technical schools, vocational education programs, JTPA insert programs, and local private association courses. However, few enrollees are enrolled in these programs. Most local projects indicated that the need for formal training is generally determined based on enrollee interest.

About one-half of the local projects have at some time used classroom training for enrollees under SCSEP. However, this method is used infrequently, and for a relatively small percentage of enrollees. Some enrollees take adult education classes, and a few have acquired their GED in through classroom training. Through programs such as these, small numbers of enrollees have received training in clerical skills, computer skills, bookkeeping and accounting. Some enrollees have received certificates from programs in health fields such as nurses' aides or home health aides.

Enrollee training is also provided through large group meetings. Some of these meetings provide information to enrollees on job-seeking skills or on ways of upgrading work skills. These meetings are held monthly at most, and appear to function more as a forum for passing on information than a tool for formal training of enrollees. Nonetheless, about 15 percent of the local projects indicated that they rely on enrollee meetings as a primary source of enrollee training.

About one-quarter of the local projects offer training of enrollees through job clubs. Some of these require that all enrollees attend a job club. Training in job clubs is focused on providing enrollees with job-seeking skills and with confidence in approaching potential employers.

Supportive Services Provided To Enrollees

Many individuals who approach the local SCSEP projects in search of employment also are in need of other economic, health, and/or social assistance. The local projects serve as information and referral sources for these individuals, whether or not they are eligible for SCSEP employment.

Local project respondents estimated that between 25 percent and almost 100 percent of SCSEP applicants are in need of supportive services. Referrals are made by local SCSEP project staff to other community resources. Referrals are commonly made to organizations that provide food stamps, family services, mental health services, nutrition services, legal services, low-cost housing, alcoholism rehabilitation, and clothing. Local project representatives feel that the supportive services made available to SCSEP applicants through these referrals are as important as the employment assistance offered to SCSEP eligibles.

In addition to the provision of information and referral services, project staff also offer a limited amount of direct counseling to SCSEP applicants and enrollees in conjunction with these information and referral activities. SCSEP project staff listen to the problems of applicants and enrollees and provide advice on the most appropriate sources of assistance. It was reported that a large part of the work of project staff who have direct contact with SCSEP applicants and enrollees is to counsel those in need of assistance.

The provision of information and referrals to enrollees is ongoing during their affiliation with the program. One commonly used forum for the presentation of information is the enrollee meeting. Most local projects address consumer needs, social services and other topics of interest in their regular meetings of enrollees. Often, speakers from other programs (e.g., a public health or a legal aid representative) make presentations at enrollee meetings. Brochures and other literature are made available, and enrollees have the opportunity to exchange information or ask questions.

Other supportive services are provided to project enrollees who are in need of eyeglasses, hearing aids, orthopedic shoes or other special equipment. Some local projects provide these services directly, while others refer enrollees to other organizations, such as State Vocational Rehabilitation Agencies.

Some enrollees require special clothing or equipment (uniforms, plastic gloves, safety glasses, aprons, hard hats, work boots) to perform their jobs. The small percentages of enrollees that require such items may receive them from the host agency or through reimbursement of the purchase price by the local project. In a few cases, enrollees also are provided a meal at their work site.

4.3 Transition of Enrollees to Unsubsidized Employment

Local projects are very diverse in their degree of emphasis on the transition of enrollees from SCSEP employment to unsubsidized employment. About 10 percent of the local projects make no active attempt to transition enrollees to unsubsidized employment. The remaining 90 percent conduct a range of activities to place their enrollees in unsubsidized positions. Of those projects which pursue unsubsidized employment for enrollees, some emphasize attempts to have host agencies place enrollees on their own payrolls. Others make active attempts to place enrollees in unsubsidized jobs through a variety of methods such as door-to-door solicitation of employers, enrollee participation in job clubs and job fairs, preparation of enrollee job development plans, and frequent assessment of enrollee progress toward achievement of unsubsidized employment. The remainder of this discussion focuses on these activities.

4.3.1 Job-Seeking Assistance Offered to Enrollees

The type of job-seeking assistance most frequently offered by local projects to SCSEP enrollees consists of referrals to potential employers.

Most of the local projects which offer job-seeking assistance to enrollees provide referrals. Some of these projects require that their enrollees register with the local Employment Service office. A large percentage of the local projects which offer job-seeking assistance to enrollees also provide training in interviewing techniques. However, the methods of training vary widely. Some projects include information on interviewing techniques only as part of their annual enrollee meeting or on some other very infrequent basis. Other local projects work with their enrollees in groups such as job clubs or support groups to teach job-seeking skills. Some of these groups conduct mock interviews or have role-playing sessions. Enrollees may receive practice in dealing with employers and in presenting themselves and their skills verbally. They also may receive instruction in written resume preparation.

Job clubs or support groups are used or have been used by about 40 percent of the local projects that provide job-seeking assistance to their enrollees. Experience with job clubs by the local projects varies widely. One local project, for example, had just completed training its staff in leading job clubs at the time of the site visit, and the first job club at that project had just gotten underway. At the other extreme, another local project has used job clubs for several years. At this project, job club attendance is mandatory for all enrollees. Job clubs at this project are held in groups of eight to ten enrollees, with sessions lasting one day a week for six weeks. The sessions are conducted by an enrollee who is trained as a job developer. Enrollees are taught how to write resumes, how to fill out job applications, how to approach employers, how to dress for an interview and how to conduct themselves during an interview.

Another local project requires enrollees to attend a job search workshop for 15 hours a week during their first three weeks as enrollees. All enrollees at this project must participate in these workshops and attempt to find unsubsidized employment. Only those who have been through this training and are unsuccessful in securing unsubsidized employment are assigned a position with a host agency.

Some local projects develop an employability development plan for each enrollee. The employability development plan may include the occupational interests of the enrollee using, for example, the DOL Interest Check List (DOL Form, 1979). A plan of action may be developed based on the interest areas of the enrollee. Job development plans may be updated when the enrollee is reassessed by the local project.

As noted above (see Section 4.2.2), about 40 percent of the projects conduct reassessments of enrollees more often than annually, although the emphasis placed on job development during reassessment varies among the local projects. The plan used by one local project for its enrollees includes specific items to be addressed by the project director during each semiannual reassessment. Reassessments focus on the progress made by the enrollee in finding unsubsidized employment.

4.3.2 Methods Used to Encourage Employers to Hire Enrollees in Unsubsidized Positions

Numerous methods are used by local projects to attempt to encourage employers to hire SCSEP enrollees in unsubsidized positions.

Among these are:

- Attempts to get host agencies to hire enrollees on their own payroll,
- Networking by project staff in the community,
- Speaking engagements at local events and meetings of local employers,
- Reliance on local project advisory board members to develop contacts,
- Door-to-door and telephone solicitations by project staff,
- Advertisements of older workers through direct mailings, advertisements in newspapers, or public service announcements on radio and television,
- Attendance at job fairs, and
- Sponsorship or participation in workshops or seminars for employers.

Most local projects make some effort to encourage host agencies to hire SCSEP enrollees on their own payroll. This effort may occur informally in discussions with work site supervisors during host agency monitoring. Some local projects include in a formal letter of agreement with host agencies a commitment by the host agency to provide permanent unsubsidized employment to the enrollee should an appropriate opening occur, or to give the enrollee first consideration should funds become available for the position the enrollee fills (or a similar position). Other local projects include instructions to host agencies in their orientation materials or handbooks which ask them to consider enrollees assigned to them for unsubsidized job openings.

About three-fourths of the local projects that make some attempt to place their enrollees in unsubsidized positions actively encourage their host agencies to hire enrollees (i.e., beyond the use of letters of agreement or instructions in orientation materials). About one-half of these have greater success at placing enrollees with host agencies than with other companies or organizations, that is, a majority of their placements are with host agencies.

A method which may indirectly serve to encourage host agencies to hire enrollees on their own payroll is the policy of limiting the duration of employment of enrollees with a host agency. Host agencies may be encouraged to hire an enrollee if funds are available rather than train a

new enrollee if their current enrollee is likely to be transferred by the project.

Most local projects rely on informal networking on the part of project staff to place enrollees in unsubsidized positions other than with host agencies. Most project directors indicated that they have an informal network of contacts with other public and private agencies that they use to learn about openings. Some project directors also are members of the local chambers of commerce and similar organizations. About one-third of the project directors affiliated with projects which pursue unsubsidized placements have regular speaking engagements at local employer meetings (such as chambers of commerce or Rotary clubs). In addition, about one-third of the active local projects have advisory boards whose members have played a role in making contacts in the business community on behalf of enrollee placement.

About one-half of the local projects which attempt to transition enrollees to unsubsidized positions actively solicit employers through door-to-door contacts by a job developer or similar staff member affiliated with the local project. Some of these job developers are enrollees. Others are project staff members. Job developers may work up to five days a week making contacts with employers. Some of these contacts may be "cold", either in person or on the telephone. The job developer will attempt to talk with employers, introduce the program, and encourage employers to hire older workers.

Some local projects (about a one-third of the local projects that have actively attempted to place enrollees in unsubsidized jobs) have attempted to encourage employers to hire enrollees by approaching them through direct mailings. Another method used (also by about one-third of the active local projects) has been to place advertisements in the newspaper or public service announcements on radio or television to promote hiring of enrollees or older workers. A small portion of local projects have advertised enrollees by placing a project booth at a job fair.

A small portion of projects have conducted or contributed to workshops or seminars for employers in their community. These programs tend to address the value of older workers in general to employers, rather than specifically promoting SCSEP enrollees. However, they may promote awareness among employers of the experience offered by enrollees. For example, one local project conducts an annual seminar for employers on hiring older workers. Representatives of personnel departments from local businesses are invited to the all-day event, and they are provided lunch. The session is used to promote older workers in general, and SCSEP enrollees in particular. Local project representatives indicated that the seminar has been successful both as a method to promote an awareness of the concerns of older workers among employers and as a source of contacts for the project in pursuing unsubsidized placement of enrollees.

4.3.3 Linkages Established with the Private Profit-Making Sector

Through their activities to promote the unsubsidized placement of enrollees, most local projects have established some informal linkages with private for-profit sector employers. However, about one-fourth of the local projects have made no attempt to develop linkages with the private for-profit sector.

As discussed above, the linkages which have been established are largely informal. Most local projects link with the private sector through networking and other contacts made by the project staff. This informal networking appears to depend on the personal activism of individual project staff members, particularly the local project director, and to a lesser extent, other project staff members or members of the project's advisory board.

Slightly over one-third of all local project directors are linked with the private sector through membership or active attendance in meetings of local private business groups, such as the chamber of commerce, local chapters of the National Association of Business, private industry councils, Rotary Clubs, and other business groups. Some have regular speaking engagements at these organizations. Again, these linkages appear to depend on the personal involvement and initiative of the individual project staff. Many staff members affiliated with local projects which implemented experimental projects felt that this experience had strengthened linkages with the private for-profit sector, regardless of the degree of success of the experimental project itself.

4.3.4 Effects of Local Project Operations on Placement Rates

No one local project administrative or operational characteristic is directly and immediately linked with the success of local projects in placing enrollees in unsubsidized employment. It appears, however, that a number of operational characteristics taken together, may be associated with higher placement rates among the local projects.

The local projects visited were placed into three categories of approximately equal size based on their rate of placement of enrollees 12 months after their entry to the project. The one-third of local projects visited which fell into the top grouping were considered to have relatively high placement rates, one-third of the local projects were considered to have medium placement rates, and one-third of the local projects were considered to have low placement rates. Certain operational characteristics of the local projects appeared to be associated with higher placement rates. However, no one operational characteristic is associated directly with success in placement. Some of the activities performed by projects with high placement rates are also performed by those with the lowest placement rates.

Projects with higher placement rates tend to perform a variety of activities to promote transition to unsubsidized employment. The combination of a range of activities employed by projects in the highest placement rate grouping indicates the emphasis these projects place on

placement. For most of these, transition to unsubsidized employment is a primary goal of the program.

It must be emphasized, however, that projects in the low or medium placement rate grouping may also consider placement a primary goal of the program. Some of these projects may face difficult local economic conditions or other factors that adversely affect their placement rates. The effects of local project operations on placement rates must be considered in the context of other variables such as local economic conditions and the age of enrollees. These other variables are examined more closely in Part III of this report.

Further, the placement rate data used in this discussion address only placements of enrollees. In at least one of the local projects visited, emphasis is placed on finding unsubsidized employment for older workers before they are entered into SCSEP. This local project claimed a high rate of success in placing SCSEP applicants, but falls into the lowest grouping of projects categorized by placement rates as of the 12th month after entry to the project. The success of this particular local project in placing SCSEP applicants prior to their enrollment in the program is not reflected in the placement rate of the project. It is not believed, however, that this emphasis on placement prior to SCSEP enrollment is widespread among the local projects.

With these cautions in mind, following is a list of some of the characteristics of local projects that appear to be associated with higher rates of placement of SCSEP enrollees as of their 12th month with the program. Although no one of these factors alone is believed to be sufficient to generate a high rate of transition to unsubsidized employment, the presence of multiple characteristics at a local project may have a positive effect on placement rates. A greater incidence of these characteristics appears to occur among projects with higher placement rates:

- The project conducts job clubs,
- The project staff includes a job developer,
- The job developer actively solicits employers through door-to-door and telephone contacts,
- The project conducts enrollee reassessments more often than annually,
- The project director personally conducts on-site visits of host agencies more often than annually,
- The project has a policy of limiting the duration of employment of enrollees with any one host agency (except in certain situations),
- The local project has conducted an experimental project under 502(e) (whether or not the project is still ongoing), and

- The project director has been with the local project for, on average, over five years.

Factors which do not appear to have any relation to the placement of enrollees in unsubsidized positions are listed below. These characteristics were found in approximately the same incidence among projects in the high, medium, and low placement rate groupings of the local projects visited:

- Transportation is perceived by local project operators as a barrier to employment for older workers in the service area,
- Size of SCSEP staff,
- Services provided by the project (i.e., whether the local project operated SCSEP only, or whether it provided multiple programs and services to a range of clients).

As indicated above, it is not certain from the data that a causal relationship exists between any of the factors cited above and high placement rates of the local projects. Most of the factors provided in the first list above (those which appear to occur with a greater incidence among projects with higher placement rates) are indicative of a placement oriented management style. However, the research design used in the evaluation does not allow the testing of a hypothesis concerning the causal impact of any of these factors on placement rates.

Following are descriptions of the activities related to the transition of enrollees to unsubsidized employment of several of the local projects visited which fall into the higher placement rate grouping.

Project A: This local project is administered directly by one of the national sponsors. Transportation is a major problem for older people in the project's service area. The project targets applicants who are age 60 and over and requires that applicants be at or below 100 percent of the poverty level (rather than the 125 percent level allowable under SCSEP regulations).

Each enrollee with the project is required to register with the local employment service. The project has three enrollees in the position of job developer who monitor the jobs listings at the employment service on a regular basis, and make cold calls on employers in the community. The project director is also actively involved in soliciting employers. The project director has been with the project for 12 years.

All enrollees must attend a job club conducted by the project's job developers. Job clubs are held in groups of eight to ten enrollees, and meet one day a week for six weeks.

The project director meets with the host agency personally to conduct the host agency orientation, and emphasizes that enrollees they are assigned will be expected to be free to leave their jobs when necessary to attend job interviews. The host agency is also told that it is expected to hire the enrollee if funds become available. The host agency signs a letter of agreement to hire the enrollee if funds allow it to do so.

The project periodically distributes mailings to employers on the benefits of hiring enrollees. Radio and television advertising is also used, stressing the project's job bank of experienced older workers.

Project B: This local project is administered by a public agency, with indirect administration by a national sponsor. Transportation is not a major problem for older people in the service area. The project targets applicants age 60 and over, and in 1983-84 about 80 percent of its enrollees were in that age group. Although the project has been active for about eight years, there has been a high turnover in project directors and the present project director has been with the project only for about a year.

This project places emphasis on placing enrollees in unsubsidized positions with host agencies. The project has a work site rotation policy, and all enrollees are evaluated for possible rotation individually on an annual basis. The project believes that this policy has been the impetus for some host agencies to hire enrollees that they are satisfied with. In addition, the project believes this policy inspires some enrollees to seek unsubsidized employment which is expected to provide greater stability.

The project has a enrollee in the position of job developer who works with each enrollee to develop a resume. The project has not used job clubs. The project has conducted one enrollee workshop in which enrollees completed skills inventories, assessed their interests and developed an action plan. The project director meets with each enrollee four times a year to evaluate and reassess the enrollee's position with the program.

Project C: This project is administered directly by one of the national sponsors. Although the service area is largely rural, transportation is not viewed as a barrier by the local project. The project targets reenrollees and those most economically disadvantaged. About one-half of the project's enrollees in the 1983-84 program year were under the age of 60.

This project has two job developers who are enrollees that are active in making door-to-door contacts with employers

to solicit employment for their job bank of enrollees. The project director, who has been with the project for five years, is active in making speaking engagements with local business associations and is a member of the chamber of commerce. In addition, the project director visits each host agency personally on a quarterly basis to remind them of their letter of agreement in which they agree to hire enrollees if possible. The project has an enrollee assigned as older worker specialist at the local employment service. The older worker specialist monitors job listings for potential placement of enrollees.

The project does not use job clubs. Enrollees are coached on an individual basis to develop their skills. Two or three months after they become enrollees, each enrollee meets with the job developer and the project director and an in-depth assessment of the enrollee is conducted. Each enrollee prepares a resume which is typed by the project staff. Enrollees receive guidance in job interviewing techniques.

Job leads are provided to enrollees who must follow up on their own. Enrollees may refuse to follow up on a lead, but they are told that after three refusals they will be asked to leave the SCSEP program. From the beginning, it is emphasized to enrollees that their positions with SCSEP are temporary until a permanent unsubsidized position can be found.

Project D: This local project is administered indirectly by a national sponsor through a subcontract with a private nonprofit organization. Transportation problems are considered to be a barrier for some people who participate in the program. The project targets applicants age 60 and over, and in the 1983-84 program year, about 60 percent of enrollees were in this age grouping.

All enrollees with this local project are required to participate in a job club before they are assigned a work site with a host agency. Job clubs are conducted in groups of five enrollees, and are held for 15 hours per week for the first three weeks. The job clubs are led by the project director and the project counselor. Enrollees who do not find unsubsidized employment after their participation in a job club then are assigned to a host agency.

About 15 percent of the authorized slots receive basic skills training (in English, mathematics, and communications skills) paid for by the local project at a local community college. The class is held one night a week for a period of three months. The skills training is believed to enhance the employability of participants. Enrollees are selected for participation based on their own

interest, and an assessment of their potential for placement by the project staff.

The project director has been with the local project for about seven years and is personally active in visiting host agencies to monitor the progress of enrollees. The project counselor meets formally with each enrollee semiannually to review their skills, assess their status and consider the possibility of reassignment.

The local project has an annual seminar on hiring older workers for employers. Employers are invited to attend the all-day session and are provided with a lunch. The seminar promotes older workers in general and SCSEP enrollees in particular. Local project staff believe that the seminar has been successful, both in promoting awareness among employers and in providing the project with contacts in the private sector. In addition, both the project director and the organization's job developer make cold calls on businesses to solicit positions for enrollees.

This local project had previously administered an experimental project under 502(e). Prior to implementation of the experimental project selected enrollees participated in job clubs. The experimental project initiated the practice of requiring job club participation for all as the first activity after enrollment. This feature of the experimental project was considered exemplary, and was incorporated into the local project's basic SCSEP program. As described above, all enrollees are now required to participate in these job clubs.

4.4 Coordination with Other Employment and Training Programs

Coordination between local SCSEP projects and other organizations which serve older workers is generally informal. Coordination tends to be based on personal contacts and appears to depend on the initiative of the project staff. In some cases, coordination is more formalized, and in others it is virtually nonexistent.

The strongest connection between the local SCSEP projects and other programs is generally with the local employment service. Coordination between local SCSEP projects and JTPA programs is less developed. Linkages with other educational program which may serve older workers, such as vocational training programs, are mainly based on a system of cross-referrals, however, some training is provided to small numbers of enrollees through these resources. Coordination among SCSEP projects generally is not extensive but this varies from state to state and local area to local area.

Coordination with other employment and training programs by local SCSEP projects most often occurs through referrals. More formalized means of coordination also exist through the co-location of personnel, the

provision of training from one program to participants in another, and the co-sponsorship of events or programs.

Coordination is perceived by the local projects as a tool to provide the widest possible range of services possible to older workers and SCSEP enrollees. Local projects also perceive coordination as a mechanism to prevent duplication of services. Hence, emphasis is placed on a system of referrals, informal contacts, and networking.

4.4.1 Coordination Between Local Projects and the Employment Service

The strongest connection between the local SCSEP projects and an other program is generally with the local employment service. About 80 percent of the local projects coordinate at least informally with the employment service offices in their service area. About 20 percent, however, have no contact with the local employment service. Both the employment service and SCSEP have employment as their primary focus, so they are likely sources of mutual referral. Local employment service offices also may serve as host agencies for enrollees.

Older workers who register with the employment service may be informed of the SCSEP program and referred to its office. Alternatively, many local projects refer ineligible SCSEP applicants to the local employment service. In addition, some local projects recommend (or require) that enrollees register with the local employment service. Employment service job listings also are used as an information source by local projects seeking unsubsidized placements for enrollees. About one-half of the local projects which coordinate with the employment service for referrals have no other contact with the employment service. Others have established additional linkages with the employment service to improve coordination between the two offices.

An example of an additional linkage between the employment service and the local project is placement by the local project of an older worker specialist (often an enrollee) at the office of the local employment service. About one-quarter of the local projects have an older worker specialist or equivalent person stationed at the employment service office. In some projects with large service areas, these older worker specialists may serve several employment service offices, operating out of different offices on different days of the week. The older worker specialist may work on behalf of both the employment service and the local project by directing SCSEP eligible individuals to the local project and assisting other older individuals in locating employment through the employment service. In addition, older worker specialists located on-site at the employment service help to foster a constant awareness on the part of the employment service of the needs of older workers.

Other arrangements with the local employment service have been developed at the local projects. In one of the projects visited, the employment service handles intake and recertification for SCSEP enrollees that come through their office. A few projects have worked with the employment service in preparing booths for job fairs, and some have co-sponsored with the employment service public service announcements on behalf of

older workers. In a small number of cases, joint workshops on job-seeking have been sponsored by the local project and the employment service.

4.4.2 Coordination Between Local Projects and JTPA Programs

Coordination between local SCSEP projects and JTPA programs generally is less developed than coordination between SCSEP and the employment service. Many projects have little or no contact with local JTPA programs. At the time of the field visits, JTPA programs still were relatively new, and many local SDAs had not reached operational maturity. Some local SCSEP project staff had not yet been introduced to the JTPA program staff. Other local projects were in the process of pursuing discussions with JTPA representatives on potential training for enrollees. Still other local SCSEP projects had received JTPA funding and were operating JTPA programs. In general, however, the cross-over between SCSEP enrollees and JTPA funding and services was small.

Based on the site visits to the local projects, it appears that many local SCSEP staff do not understand JTPA. Similarly, JTPA staff appear to be unfamiliar with SCSEP programs and the potential for linkages between the two programs. Recognizing this problem, two states have cooperated in the development and provision of joint training for SCSEP project staff, JTPA program staff, and other older worker specialists. Funded through Title IVA, Part B of the Older Americans Act, several two-day training sessions were offered in multiple locations in each of the two states. The instruction focused on improving the ability of program staff to assess the skills of older workers and enhancing their capacity to develop both subsidized and unsubsidized employment for older workers. Based upon this experience, participants from SCSEP projects and JTPA programs achieved a better understanding of each other's programs and the ways in which their programs might be linked. In addition, the participants from SCSEP and JTPA developed personal contacts through their association in the training sessions.

Among the two-thirds of local projects which have some contact with JTPA in their area, the most common type of contact that occurs is through mutual referral of applicants. Over one-half of the local projects have an informal referral arrangement with the local JTPA office.

About one-third of the projects have no contact with JTPA programs in their area. This lack of communication between the programs is not considered by these project operators to be a problem because the two programs are viewed as separate. Reasons given for such separation were that the programs were run by different state agencies and/or that eligibility requirements for the programs are different and that they serve different clients.

In some projects, small numbers of enrollees are trained through JTPA programs, usually using Title IIA or 3 percent set-aside funding. A few local projects use JTPA job search workshops to provide some of their enrollees with job-seeking skills. One local project has a relatively large JTPA 3 percent set-aside contract (covering about 60 slots). This project has combined some JTPA and SCSEP program activities by using the

same recruitment process and job development process for applicants under each program. Some cost savings have occurred and coordination has been improved by the dual purpose process.

4.4.3 Coordination Between Local Projects and Educational Programs or Other Training Programs

Contacts between local SCSEP projects and other educational or training programs are largely based on referrals. Except in very rural areas, most local projects have training or educational resources in their service area, including community colleges, trade or technical schools, local Red Cross chapters, business associations, service organizations and public agencies. Examples of enrollee participation in various training or educational programs were cited at many local projects, however, overall the numbers of enrollees trained were small. It appeared that the staff of most local SCSEP projects made little effort to develop formal mechanisms to coordinate SCSEP with these other programs. At some local projects, enrollees are encouraged by project staff to take advantage of available training on their own.

At the time of the site visits, one local project had taken steps to develop a more formal arrangement with an educational program in the community. Discussions were being held with the Adult Education staff to develop an arrangement for basic skills testing of older workers. This project also was working on an arrangement with the local Council on Aging to arrange for basic skills tutoring of enrollees at nutrition sites.

4.4.4 Coordination Among Local SCSEP Projects

About two-thirds of the local projects share geographically overlapping service areas with other local SCSEP projects. The remaining one-third serve a geographic area which is not covered by any other local SCSEP project. However, even these geographically discrete local projects usually have some contact with other local SCSEP projects in their state.

The linkages between local SCSEP projects and those of other SCSEP projects in their state have developed primarily for the following reasons:

- To discuss topics related to the equitable distribution of slots in the area,
- To prevent placement of enrollees from different local projects at a single host agency,
- To provide cross-referrals of applicants, and
- To conduct joint activities on behalf of older workers.

Most local projects attend regular meetings with other SCSEP project representatives to discuss issues related to the equitable distribution of slots. These formal meetings, which may be held quarterly or

annually, also provide a forum for the projects to share information and discuss specific problems.

Many local projects that have the same or overlapping service areas have an informal agreement not to use the same host agencies for enrollee work sites. Some of the national sponsors have encouraged this policy because local projects differ in their benefits and requirements, and it is thought that enrollees within an individual host agency should have the same benefits and be subject to the same requirements, both for the benefit of the enrollees and for the benefit of the host agency staff. Two of the local projects visited had, in fact, recently completed a "decoupling" agreement to transfer the enrollees of one local project to the other project because both projects had enrollees assigned to a work site at the same host agency.

Most local projects refer SCSEP applicants to other local projects in their service area if they are unable to serve an eligible individual. Similarly, if an enrollee moves to another service area, the local project usually will refer the enrollee to an appropriate local project. These referrals usually are provided to the enrollee or SCSEP applicant without follow-up telephone contact with the local project to which the referral is made.

Some local projects have been involved in joint activities with other local projects in their area. Slightly over ten percent of the local projects visited cited an example of joint activities with other local SCSEP sponsors. For example, in one state, a series of workshops for the staff of programs involved in hiring or placing older workers were conducted through a coalition of the SCSEP sponsors in the state, the Governor's office, and the state department of labor.

In another state the local SCSEP projects have collaborated in the development of a series of job fairs for older workers. The job fairs, co-sponsored by a local project and a local television station, offered employer contacts, workshops, speakers, and career counseling to 4,000 participants. Production and development of the job fairs involved several local organizations. The State employment development department led the effort to recruit employers for the job fairs. A local SCSEP project provided technical assistance and planning support and conducted workshops for participants. Additional planning and coordination were provided by the local department of senior citizens affairs and the local department of aging.

4.5 Summary

The preceding sections of this chapter have provided extensive detail regarding the operational features of the 40 SCSEP local projects sampled for inclusion in the evaluation. At this point, this information may be summarized by describing a hypothetical local project which has those features found to be the median or the most common, as appropriate, among the 40 local projects examined. It is likely that no single local project corresponds precisely to this illustrative set of characteristics. However, the description which follows provides a

description of a project illustrative of the data presented in this chapter.

The illustrative organization responsible for implementation of an SCSEP local project is a private nonprofit corporation with an organizational mission which involves the provision of services other than SCSEP to low income populations. During the 1984-85 program year, this organization received a total of \$3.7 million to operate programs other than SCSEP and had a staff of 26 FTE.

The organization responsible for the illustrative SCSEP local project has played this role in SCSEP for the past seven and one-half years as a subgrantee to a national SCSEP sponsor. During the 1984-85 program year, the organization received \$440,000 to operate the SCSEP local project. This funding supported 87 enrollee slots and a project staff of 2.5 FTE. This staff complement was supplemented by the assignment of four SCSEP enrollees to responsibilities related to the project itself.

The illustrative project maintains a waiting list of applicants, most of whom have heard about the project through word of mouth. The primary enrollment criterion is to serve those eligible for the program who are aged 60 or over. Eligible applicants are assessed for SCSEP by one project staff member on the basis of prior employment experience and current areas of interest. Those applicants selected for participation receive a handbook setting forth the policies and procedures of the local project. They also participate in an individual orientation session with one SCSEP project staff member and receive no other training prior to reporting to their host agency work site.

Enrollees with the illustrative SCSEP project work 20 hours per week and receive an hourly wage of \$3.35. As fringe benefits, they are covered by Workers Compensation and Social Security and receive paid time off in the form of holidays, annual leave, and sick leave. They attend regularly scheduled enrollee meetings which address a variety of topics and they report to the office of the local project each year during the anniversary month of their enrollment in the program in order to comply with the program's recertification requirement. At that time, the project staff member handling the recertification also conducts a reassessment of the enrollee's skills, their satisfaction with their host agency assignment, and their suitability for placement with another host agency or placement in an unsubsidized position. In conjunction with the regularly scheduled meetings, the recertification/reassessment procedures, or monitoring visits to host agencies, enrollees with the project receive counseling from project staff regarding problems they are experiencing. They also receive information, advice, and referrals regarding local sources of services relevant to their needs.

The illustrative SCSEP local project emphasizes the development of opportunities for enrollees to enter unsubsidized employment. Enrollees at this project receive information and encouragement regarding unsubsidized employment at their regularly scheduled meetings and during their periodic reassessments. Enrollees regarded as having relevant capabilities are referred by project staff members to applicable job openings. Host agencies with this project are urged, at various points

in their involvement with the local project, to hire SCSEP enrollees in unsubsidized positions with their organizations. The project director at this project contributes to the development and identification of unsubsidized employment opportunities primarily through networking with other individuals who hold relevant positions with public agencies, private nonprofit organizations, and private for-profit corporations. The project also has one other staff member who is assigned specialized responsibility for job development activities on behalf of enrollees.

The illustrative SCSEP local project participates in standard coordinative activities with other SCSEP projects. This principally includes attendance by the project director at periodic meetings addressing equitable distribution of SCSEP slots. Because of the nature of the topic, this interaction with other program operators occurs relatively infrequently. On a more day-to-day basis, the local project also interacts with the employment service. This interaction consists principally of receiving referrals of potential applicants from the employment service and referring ineligible applicants to the employment service for further assistance.

5.0 HOST AGENCY ASSOCIATION WITH SCSEP

Approximately 20,000 host agencies are affiliated with SCSEP through the eight national sponsors. In addition, several thousand host agencies are associated with the State sponsors of SCSEP projects. This chapter discusses local project operations related to host agencies. The satisfaction of host agencies with the program and with their enrollees is also addressed.

5.1 Composition of Host Agencies

Host agencies affiliated with SCSEP must be either public agencies or private nonprofit organizations (other than a political party). They must be exempt from taxation under provision 501(c)(3) of the Internal Revenue Code of 1954.

Based on the sample of local projects analyzed in this study, about 28 percent of local project sponsors assign their SCSEP enrollees primarily to host agencies which are public agencies. About 40 percent of local project sponsors assign SCSEP enrollees primarily to host agencies which are private nonprofit host agencies, and 33 percent use a mixture of both public and private nonprofit agencies for enrollee work assignments. Local project sponsors which themselves are public agencies rely on other public agencies (54 percent) or a mixture of public and private nonprofit agencies (38 percent) for enrollee work assignments. Local project sponsors which are private nonprofit organizations rely on other private nonprofit agencies (56 percent) or on a mixture of public and private nonprofit agencies (30 percent) for their host agency work sites.

During field visits to the sample of local project sponsors, 52 host agencies were visited. About 65 percent of these were private nonprofit agencies and 35 percent were public agencies. Each of the host agencies visited had provided work sites for between one and nine enrollees during the 1984-85 program year. The average number of enrollees employed for any length of time by a host agency under SCSEP was three.

5.2 Identification of Host Agencies by Local Project Sponsors

Project sponsors are responsible for selecting host agencies that meet the requirements of SCSEP and are located in or near the community in which the enrollee resides. Host agency selection is to be based on an assessment of enrollee skills, capabilities, work history, preferences, and potential for transition to private or other unsubsidized employment. The types of work enrollees are assigned to perform at a host agency site must be appropriate for the enrollee, must contribute to the good of the community, and must not violate any SCSEP restrictions related to political, sectarian, religious or other similar activities.

Generally, the methods used by local project sponsors to identify host agencies where enrollees may be assigned are informal. Most local projects have a history of involvement with the local service infrastructure. About 75 percent of the local projects rely on their existing network of contacts to identify potential host agencies. Some of these refer to community resource or social services directories in

seeking out host agencies. About 25 percent of the local projects identify potential host agencies because the host agencies contact them in search of assistance. Most of these do not actively solicit host agencies to participate in the program. About 13 percent of the local projects use local newspapers or other publications to advertise for host agency participation. Finally, about 10 percent of the local projects only use host agencies which are part of their organization. One project in the sample of local projects selected host agencies through a competitive bidding process.

Public and private nonprofit local project organizations differ somewhat in their approaches to identifying host agencies. About 85 percent of the private nonprofit local projects use networking to identify host agencies, whereas this method is used by about 50 percent of the public agency local projects. About 25 percent of the public local projects use only their own organizations for host agency assignments. None of the private nonprofit local projects visited restrict host agency assignments to their own organization.

The majority of local project sponsors indicated that they have no shortage of host agencies from which to select work sites for their enrollees. Seventy percent indicated that they have waiting lists of host agencies in which to assign SCSEP enrollees. Most local projects expressed a need for more enrollees, to fill additional slots with both existing host agencies and with host agencies on their waiting lists. Five percent of the local projects expressed a need for additional host agencies, and concern for the apparent shortage of work sites in their area. These projects were among those that served rural areas.

5.3 Supervision of Host Agencies by Local Project Sponsors

DOL requires that host agencies provide a work site and work supervision for the enrollees they are assigned under SCSEP. Local project sponsors are required to make periodic visits to the host agencies to make the following determinations:

- that adequate supervision is provided to the enrollee,
- that the job duties and hours of the enrollee meet the requirements of SCSEP,
- that the work performance of the enrollee is satisfactory, and
- to assess the enrollee's potential for transition to private or other unsubsidized employment.

The project sponsors must also ensure that host agencies provide employment opportunities that are in addition to those that would otherwise have been available. No current employees may be displaced by enrollees, nor can any laid off employee positions be filled by enrollees.

Supervision of host agencies by local project sponsors is conducted in a

variety of methods, ranging from monthly visits by a representative of the local project staff to accepting verbal assurance over the telephone from the host agency that it has honored its letter of agreement or contract.

About 85 percent of the local projects visited have a policy of monitoring host agencies on-site by a representative of the local project staff. About 20 percent of these conduct on-site monitoring on a monthly basis. Most conduct on-site monitoring at host agencies on a "periodic" basis. These visits are generally made by a field staff member of the local project office (e.g., staff in positions such as area supervisors, job developers, job counselors, or field monitors). In addition, in about 70 percent of the local projects, the Project Director periodically conducts some of these host agency visits (rarely more often than quarterly). About 15 percent of the local projects do not have a policy of conducting on-site monitoring of host agencies, but instead rely on telephone contact or contact with enrollees to identify problem areas.

5.4 Satisfaction of Host Agencies with SCSEP

5.4.1 Satisfaction with Program Administration

Generally, host agencies are satisfied with the administration of the program by the local project sponsors they are associated with under SCSEP. Less than one-half of the host agencies visited had any comments related to the administration of the program by the project sponsors they were associated with under SCSEP, except to indicate that they were generally satisfied or very satisfied with the project's administrative procedures. Host agencies were also generally satisfied or very satisfied with the match between the skills of enrollees referred to them by the local project sponsor and the requirements of the job position they offered.

A few of the host agencies visited made additional favorable comments about the administration of the program, primarily in praise of the cooperation they received from the local project administration. One host agency administrator expressed particular satisfaction with the smoothness of the program, and the fact that there were no unnecessary forms or paperwork associated with participation in the program.

About one-third of the host agencies visited indicated dissatisfaction with some aspect of the administration of the program. Much of this dissatisfaction (about 40 percent of those with negative comments, or 15 percent of all host agencies visited) was expressed about the limited number of hours enrollees may work under the program. These host agencies would prefer to employ enrollees for more hours than are allowed under SCSEP.

Another one-third of the host agencies which expressed dissatisfaction with some aspect of the administration of SCSEP (or about 12 percent of all host agencies visited) had complaints about paperwork or administrative delays related to the program. A few complained about the paperwork involved in record-keeping and time sheets. Some indicated that they experienced delays in the receipt of enrollee pay checks. A

small number were dissatisfied with delays in replacing enrollees who terminated.

About 16 percent of host agencies which expressed any dissatisfaction with the administration of SCSEP (or about six percent of all host agencies visited) expressed dissatisfaction with the lack of medical insurance available to enrollees under SCSEP. Another 11 percent of those with some dissatisfaction (four percent of all host agencies visited) complained about limitations on duration of employment enforced by the local project sponsor. These host agencies indicated that a large amount of time was required to train enrollees in their jobs and that the policy of limiting the duration of employment (i.e., of rotating the enrollee to another host agency position after a fixed period of time) disrupted continuity in their operations.

5.4.2 Satisfaction with Enrollees

Host agency administrators are generally very satisfied with the enrollees that they have been assigned under SCSEP. Areas of satisfaction with the enrollees they have been assigned were expressed in terms of:

- the value of the work provided by the enrollees,
- the work habits of the enrollees, and
- the ability of enrollees to work without excess supervision or on-the-job training.

All host agency administrators indicated that generally they were either satisfied or very satisfied with these factors pertaining to the enrollees they have been assigned under SCSEP. Almost 50 percent made specific additional comments related to these factors.

Over one-third of the host agencies visited emphasized the value of the work contributed by enrollees they had been assigned. Following are some examples of comments made by host agency administrators about the value of the contribution of enrollees to their agencies:

- "Enrollees are an asset to us. They are an extremely positive factor in expanding our services."
- "Our enrollees tend to outwork our younger staff members and our volunteers."
- "Many of our clients relate better to enrollees because they are the same age. Also, the youth we serve look up to and respect the older workers [enrollees]."
- "Enrollees provide useful support to our program."

About 23 percent of host agency administrators stressed their satisfaction with the work habits of enrollees they had been assigned -- that enrollees were dependable, reliable, punctual, well motivated and

willing to learn. Some of their comments were:

- "Enrollees are dependable, honest people."
- "We especially appreciate the dependability of our worker [enrollee], her good work habits, that she is on time, works hard, and sticks to the schedule."
- "Workers [enrollees] are dependable -- they go the extra mile."

About 10 percent of host agency administrators specifically commented on the ability of enrollees they had been assigned to work without excess supervision. For example:

- "Our enrollees take on work without supervision and provide information to the agency director about program operations."
- "Enrollees understand assignments and integrate well in the staff."
- "Our enrollee is very efficient. On her own she started to work with clients to find them jobs. She found a lot -- about 15 to 20 jobs -- in less than two months."

About 20 percent of host agency administrators had some sort of negative comments about one or more enrollee they had been assigned under SCSEP. The majority of these (60 percent, or six percent of all host agencies visited) expressed dissatisfaction about the quality of enrollees they had been assigned. It was felt that an excessive amount of supervision was required for these workers. Finally, a small percentage of host agencies were dissatisfied with what they felt were the limited flexibility of the enrollees they had been assigned.

Host agency satisfaction with the enrollees they have been assigned is also indicated when the host agency has hired an enrollee from SCSEP in an unsubsidized position. Of the host agencies visited, about 40 percent indicated that they had hired at least one enrollee in an unsubsidized position at some time or another. Of these, 70 percent had hired at least one enrollee into an unsubsidized position in the 1984-85 program year (between one and three enrollees were hired in unsubsidized positions by these agencies during the 1984-85 program year).

5.4.3 Overall Satisfaction of Host Agencies with SCSEP

The pervasive attitude of host agencies affiliated with SCSEP through the local projects visited was strong satisfaction with the program. Most host agency administrators indicated that the administration of the program was smooth, and the administrative procedures were easy to work with. Host agency administrators were generally happy with the match between the skills of the enrollees they were assigned and the requirements of the positions they had available. They were also very satisfied with the quality of work and work habits of enrollees they were

assigned. About 40 percent had hired on their own payrolls one or more enrollee that had been sent to them through SCSEP.

A variety of comments were made by host agency administrators pertaining to their overall satisfaction with SCSEP. Following is a sampling of the comments received:

- "The program keeps older workers in the forefront and makes everyone realize what a contribution they can make."
- "SCSEP has allowed us to expand our services both in number and in terms of client groups served."
- "Our agency would have a difficult time without enrollees. The workers take a lot of pride in their work and keep the place clean. The workers like being on our staff."
- "We could use more senior aides."
- "We would hire the enrollee if we could afford it."
- "Our job provides the enrollee with a sense of mission. And the enrollee's contribution helps us achieve our mission."

PART III
PARTICIPATION AND OUTCOMES

6.0 CHARACTERISTICS OF SCSEP PARTICIPANTS

6.1 Introduction

Chapter 6 and the subsequent three chapters (Chapters 7 through 9) discuss the characteristics of SCSEP participants on the basis of quantitative data. Chapter 6 discusses background characteristics, Chapter 7 addresses factors affecting participation in the SCSEP program, Chapter 8 contains information on in-program experiences, and Chapter 9 discusses length of program stay, termination status and postprogram experiences.

Four major data bases are used in these analyses:

- Quarterly Progress Reports (QPR) data;
- Individual-level data on a random sample of new enrollees during PY 1983-84 based on administrative records;
- Telephone survey data on a random sample of SCSEP new enrollees during PY 1983-84;
- A file of estimated SCSEP eligibles based on the March 1984 Current Population Survey.

These four data sets are described in somewhat more detail below.

(1) Quarterly Progress Reports (QPR) data

The QPR contains summary data on the whole universe of Senior Community Service Employment Program (SCSEP) projects in the United States. It contains aggregate (project level) information on participant characteristics, terminations, placements, and program expenditures. More detailed data are presented concerning Program Year (PY) 1983-84 (July 1, 1983 through June 30, 1984), and a limited amount of summary information for PY 1980-81 and PY 1983-84 for purposes of overall comparisons.

(2) Individual level data on the characteristics of new enrollees during Program Year 1983-84 based on administrative records

This is an individual level (micro) data file based on a probability sample of the cohort of new SCSEP enrollees who entered the program during the July 1, 1983 through June 30, 1984 period. The data contains information from the intake and termination records for SCSEP participants who entered the program during this period at 39 operating sites selected randomly and with known selection probabilities in ten states of the Continental United States. This data base contains information on 3,792 persons who entered SCSEP during this period. Intake records were available for all of these 3,792 persons. Termination records were collected for that subset of entrants who have terminated from the program prior to the records data collection at the 39 local sites which took place during the summer and fall of 1985. Since the sample is a probability sample, the inverses of the sampling probabilities can be used as weights necessary to produce unbiased national estimates of the characteristics of SCSEP new enrollees during the period of interest.

The descriptive data to be reported use such weights. While this data source represents only a sample, rather than the whole universe (as the QPR does), the comparison of estimates from this data source with universe data from the QPR indicates that the data are highly representative of the universe distribution of key characteristics of interest. The fact that this is an individual-level (micro) data file results in certain analytic advantages when compared to grouped (project level) data sources, like the QPR file. Micro data can be flexibly utilized, for example, to produce descriptive information for any combinations of variables (e.g., race-sex subgroups), while aggregate (project) level data are typically available only for univariate distributions (e.g., distribution by sex or race, but not by race-sex subgroup). In addition, aggregation bias, that may result in misleading conclusions when regression equations are estimated on the basis of grouped data, does not effect the validity of estimates based on micro data. Finally, the intake/termination records data base contains a number of variables not present on the QPR file.

(3) March 1986 telephone survey data on entrants during Program Year 1983-84

A random subsample of the persons contained in the intake/ termination records data file was selected for telephone interviewing during March 1986 to collect important information items related to labor market experiences, perceived functional health status, program variables, and satisfaction with SCSEP which were not available from other sources. Since the telephone survey data consists of a random subset of intake and termination records, the telephone survey data are representative of the universe.¹ The sampling probabilities were designed to optimize the statistical efficiency of overall estimates. As with the records sample data, appropriate weights were used to provide unbiased national estimates of characteristics. The telephone survey sample contains 749 completed interview records.

(4) A file of estimated SCSEP eligibles based on the March 1984 Current Population Survey

Persons satisfying the economic eligibility criteria of the SCSEP program were identified on the basis of the March 1984 Current Population Survey. This nationally representative survey contains detailed information concerning the income and other characteristics of persons in the U.S. In order to estimate the eligibility of each person for the SCSEP program an

¹With the exception of one program (ANPPM), the sampling frame was identical with the sample of intake records collected in the field. For the ANPPM projects, the names and telephone numbers of persons who terminated from the program by the time of the record review were not available. Therefore, this group of nonterminees was excluded from the sample frame for the telephone survey. Overall sample weights were slightly adjusted to account for this factor. The data indicate that the effect of this factor is minor with respect to overall results. No telephone survey analyses were planned by program sponsor, and therefore inter-sponsor comparability issues did not arise in the analysis.

eligibility simulation model developed for an earlier study was updated.¹ Data on SCSEP eligibles based on the Current Population Survey were used in comparing the characteristics of participants to that of eligibles, and to analyze factors affecting participation in the program. A technically separate CPS file was also utilized in the study: this file contains longitudinal data on a subset of persons in the CPS sample. Data from this file was utilized for developing benchmark estimates of the labor market experience of nonparticipant SCSEP eligibles in order to provide a background to the interpretation of the termination and placement records of SCSEP participants.

The various data sources described above serve complementary purposes. The QPR data contains descriptive data on a small number of key variables for each SCSEP project in the United States. However, the QPR does not contain a number of information items of analytic significance for this study, while such data are included in the intake and termination forms kept at the local project level. The micro data base developed for this study contains a large number of variables from these records. In addition, these data are individual, rather than grouped (project level), which means enhanced versatility for analytic purposes. For example, although both sex and age are included on the QPR file, it is impossible to develop estimates of the age-sex distribution of SCSEP participants from the QPR file, while it is easy to do so in the case of micro data. An important feature of the intake/termination records data file is that it follows a cohort of SCSEP participants who entered the program during a given period. This provides detailed longitudinal data on the experiences of people who entered the program relatively recently from a perspective that complements the QPR. The program stay, termination, and placement experience of SCSEP enrollees can be tracked on the basis of this data in a manner that is not possible on the basis of QPR data.

The telephone survey data provides additional information on SCSEP participants in the areas of labor force status, program experience, and satisfaction with SCSEP. Finally, data from the Current Population Survey on SCSEP eligibles provide useful contextual information concerning the SCSEP program.

6.2 Overall Program Characteristics

This section provides a brief overall description of the characteristics of participants in SCSEP based on QPR data. The QPR data to be presented incorporates the whole SCSEP program in the United States, including SCSEP projects operating in States and Territories outside the Continental U.S. Subsequent sections of this chapter rely on the other data sources discussed earlier.

Table 6-1 contains some summary data on the SCSEP program for Program Years (PY) 1980-81, 1983-84, and 1984-85. Most of the data to be

¹A detailed description of this method is given in "Eligibility and Participation Rates of Older Americans in Employment and Training Programs," by Kalman Rupp, et al., RR-83-11, Research Report Series, National Commission for Employment Policy, Spring, 1983.

Table 6-1. National Summary of Participation in the Senior
Community Service Program by Program Year

Characteristics	Program Year		
	1980-81	1983-84	1984-85
<u>Number of Slots</u>	52,469	62,364	61,967
<u>Total Participants</u>	76,975	99,494	98,359
Carryovers	56,247	60,720	66,695
New enrollees	20,728	38,774	31,664
Percent new enrollees	26.9%	39.0%	32.2%
<u>Total Terminations</u>	20,612	32,404	32,553
Unsubsidized placements	5,890	12,507	13,152
Other terminations	14,722	19,897	19,401
Total terminations as percent of total participants	26.8%	32.6%	33.1%
<u>Unsubsidized Placements as Percent of:</u>			
Program slots	11.2%	20.1%	21.2%
Total participants	7.7%	12.6%	13.4%
Total terminations	28.6%	38.6%	40.4%

Source: Department of Labor, Quarterly Progress Reports,
National Summary of All Sponsors

analyzed in this report refer to PY 1983-84. Information on an earlier program year (1980-81) and a more recent year (PY 1984-85) is included in this table to describe changes in the program through time, and to assess how representative PY 1983-84 data are for more recent periods.

The data indicate significant changes between PY 1980-81 and PY 1983-84, but only trivial changes between PY 1983-84 and PY 1984-85. Most of the differences between PY 1983-84 and PY 1984-85 can probably be attributed to the one-time infusion of Emergency Jobs Bill monies to the SCSEP program causing a temporary increase in the number of slots available and a corresponding increase in program enrollments during PY 1983-84.

The changes between PY 1980-81 and PY 1983-84 appear as more indicative of trends in the program focus of SCSEP. The number of program slots increased by almost 20 percent between PY 1980-81 and PY 1983-84. However, the number of program participants increased even more markedly; an almost 30 percent increase can be observed between these two years. The reason for the difference between these two figures is an increased stress on terminations and placements by the program. If participants are in the program for shorter periods of time, more people can be served with the same number of slots. This shift is indicated by the increased proportion of new enrollees (both in PY 1983-84 and PY 1984-85) compared to earlier data, and by the increased proportion of terminations from the program. Unsubsidized placements almost doubled relative to program slots (from 11 percent in PY 1980-81 to 20 percent in PY 1983-84), and also increased relative to the number of participants served and relative to total terminations during the given year.

As Table 6-2 shows, this increased placement orientation was associated with shifts in the characteristics of program participants. The proportion of 55-59 years old SCSEP participants increased from 19.4 percent to 23.8 percent between PY 1980-81 and PY 1983-84, while the proportion of participants in the older age groups declined. The proportion of SCSEP participants with better education also clearly increased; some of this may be attributable to a shift towards the enrollment of younger, better educated elderly.

Table 6-2 also shows that females comprise about two-thirds of the people served by SCSEP. This may be partly attributable to the greater longevity of females when compared to males, but is still notable, given the lower levels of female labor force participation in the general population. About half of SCSEP participants are below the normal Social Security retirement age (65 years). The overall representation of the older age groups appears quite remarkable, given the general decline of labor force participation with age.

Less than 20 percent of SCSEP participants are above the poverty level, although eligibility rules permit the enrollment of individuals with family incomes up to 125 percent of the poverty line and almost half of nonparticipant eligibles have family incomes above the poverty level.

Table 6-3 contains similar data on the characteristics of new enrollees during PY 1983-84. The pattern of changes displayed by these data is similar to Table 6-2. The main difference between the two tables is the

Table 6-2. Distribution of SCSEP Enrollees in the Program at the End of the Program Year by Characteristics (Program Year 1980-81, 1983-84, 1984-85)

Characteristics	Program Year		
	1980-81	1983-84	1984-85
<u>Total</u>	100.0%	100.0%	100.0%
<u>Sex</u>			
Male	32.8	33.6	33.2
Female	67.2	66.4	66.8
<u>Age</u>			
55 - 59 years	19.4	23.8	23.0
60 - 64 years	27.8	29.1	29.2
65 - 69 years	27.2	22.5	22.7
70 - 74 years	16.7	15.7	15.6
75 years and over	9.0	8.9	9.6
<u>Ethnic Group</u>			
White	67.3	65.8	65.2
Black	21.5	22.8	22.8
Hispanic	6.2	7.5	7.7
Indian/Alaskan	2.1	1.6	1.5
Asian/Pacific	2.9	2.3	2.7
<u>Percent Veteran</u>	9.0	13.7	16.8
<u>Education</u>			
8th grade and under	36.5	30.9	30.5
9th - 11th grades	21.7	21.4	21.3
High school	27.9	31.7	31.9
1-3 yrs. college	10.2	11.6	11.9
4 yrs. college	3.6	4.5	4.5
<u>Family Income</u>			
Percent below poverty level	85.6	83.8	83.5

Source: Department of Labor, Quarterly Progress Reports, National Summary of All Sponsors

Table 6-3. Distribution of SCSEP New Enrollees by Characteristics
(Program Year 1980-81, 1983-84, 1984-85)

Characteristics	Program Year		
	1980-81	1983-84	1984-85
<u>Total</u>	100.0%	100.0%	100.0%
<u>Sex</u>			
Male	36.3	37.6	36.7
Female	63.7	62.4	63.3
<u>Age</u>			
55 - 59 years	31.4	39.4	38.5
60 - 64 years	30.5	31.1	32.2
65 - 69 years	22.3	17.6	17.5
70 - 74 years	11.1	8.5	8.5
75 years and over	4.8	3.4	3.2
<u>Ethnic Group</u>			
White	66.6	63.6	65.1
Black	20.6	23.8	21.8
Hispanic	6.8	8.3	8.2
Indian/Alaskan	2.1	1.5	1.5
Asian/Pacific	4.0	2.8	3.4
<u>Percent Veteran</u>	13.2	18.4	17.6
<u>Education</u>			
8th grade and under	30.0	24.4	24.1
9th - 11th grades	21.0	20.8	20.3
High school	30.7	33.9	34.5
1-3 yrs. college	13.0	14.7	15.0
4 yrs. college	5.3	6.3	6.2
<u>Family Income</u>			
Percent Below poverty level	74.9	79.9	77.3

Source: Department of Labor, Quarterly Progress Reports,
National Summary of All Sponsors

following. Table 6-2 refers to all SCSEP participants at a point in time (end of program year), including both new enrollees during the given program year (who have not terminated before the end of the year), and carryovers from previous years who are still in the program. Table 6-3, in contrast, covers data on new enrollees only. Therefore, Table 6-2 reflects the effects of enrollment decisions over a number of years, while Table 6-3 provides a clearer picture on the type of people SCSEP programs enrolled during a given program year. Hence, Table 6-3 provides a better indication of changes in programmatic emphasis. For example, it shows a more marked increase in the proportion of 55-59 year olds than Table 6-2 does. Also, some differences exist between the age and educational level distribution between the two tables for any given program year. New enrollees tend to be much younger and better educated than the average participant. This indicates that the main reason for the decrease in average age and increase in average educational level of enrollees in the program is the trend toward the enrollment of younger and better educated elderly.

Table 6-3 provides baseline universe data for the new enrollee cohort that are analyzed in the rest of this chapter and in subsequent chapters. The comparison with the characteristics of all participants presented above shows that data on new enrollees, in a sense, are more indicative of the way the program currently operates than data on all participants, because participant data reflect the effect of program decisions over a number of years by the inclusion of information on people who entered the program years, in some cases many years, earlier. In any event, the differences between data on a cross-section of participants and on a cohort of entrants should be kept in mind in interpreting the data from the various data sources used in this study.

Table 6-4 describes the characteristics of SCSEP enrollees at the end of PY 1983-84 by program sponsor. The data display some notable variations. Most of the sponsors operate programs dominated by female enrollment. In all but one program females comprise about two-thirds of the enrollees. The one exception is the Forest Service program which is dominated by males (67 percent).

Differences in the age distribution are also marked. Three programs -- AARP, ANPPM, and the NUL -- display a proportion of 55-59 year olds over 30 percent. In contrast, the Green Thumb and NCBA programs have 17 percent and 21 percent of enrollees in this age category. The proportion of 75 years of age and older enrollees ranges from a high of 13 percent (Green Thumb) to a low of five percent (NUL).

The programs also substantially differ by ethnic group composition. This is not surprising, since three of the programs are operated by ethnic organizations. Blacks comprise more than two-thirds of the NCBA and NUL programs, while two-thirds of the participants in ANPPM programs are Hispanic. The other programs are dominated by whites. It is notable, however, that about a third of the enrollees in each sponsor group belong to non-dominant ethnic groups for that organization.

The relatively high proportion of veterans (almost 30 percent) in the Forest Service program is probably attributable to the domination of this

Table 6-4. Characteristics of SCSEP Enrollees in the Program at the End of PY 1983-84 by Program Sponsor¹

Characteristics	AARP	ANPPM	GT	NCBA	NCOA	NCSC	NUL	FS	STATE	TOTAL
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
<u>Sex</u>										
Male	30.4	37.8	39.6	34.4	27.3	23.3	29.5	66.8	26.2	33.6
Female	69.6	62.3	60.4	65.6	72.7	76.7	70.5	33.2	73.8	66.4
<u>Age</u>										
55-59	32.7	32.6	17.4	20.9	24.6	24.6	33.0	24.0	24.0	23.8
60-64	32.1	30.4	26.7	29.0	28.8	31.3	29.1	26.8	29.7	29.1
65-69	17.9	18.6	23.8	23.6	23.2	22.7	21.0	23.7	23.3	22.5
70-74	10.9	11.9	19.0	17.4	15.8	14.7	11.8	16.7	15.2	15.7
75 and over	6.3	6.6	13.0	9.1	7.6	6.7	5.1	8.8	7.8	8.9
<u>Ethnic Group</u>										
White	61.5	15.4	81.4	26.0	59.9	63.4	21.4	79.1	64.7	65.8
Black	24.9	9.7	12.6	71.7	23.8	28.4	71.0	11.7	22.3	22.8
Hispanic	10.8	70.4	3.6	1.8	9.9	5.7	5.2	6.5	4.9	7.5
Indian/Alaskan	1.3	1.8	2.1	.2	2.7	.6	.7	2.3	1.6	1.6
Asian/Pacific	1.4	2.7	.2	.3	3.8	1.9	1.7	.5	6.6	2.3
<u>Percent Veteran</u>	15.7	5.4	15.9	12.9	12.4	7.6	12.6	29.2	10.5	13.7
<u>Education</u>										
8th grade and under	26.6	45.8	39.7	37.4	24.9	22.4	24.2	38.7	26.0	30.9
9th-11th grades	20.6	14.6	21.9	26.3	20.0	22.4	25.6	18.7	21.5	21.4
High school	32.8	20.3	28.2	23.4	33.1	36.2	33.6	29.1	34.9	31.7
1-3 years college	14.2	11.4	8.0	8.9	15.2	13.9	11.1	9.7	12.8	11.6
4 years college	5.8	7.9	2.3	4.0	6.8	5.1	5.5	3.8	4.8	4.5
<u>Family Income</u>										
Percent below poverty level	97.0	84.2	84.8	84.7	83.5	79.4	78.4	81.4	78.6	83.8

¹ Sponsors: American Association of Retired Persons, Asociacion Nacional pro Personas Mayores, Green Thumb, National Center on Black Aged, National Council on Aging, National Council of Senior Citizens, National Urban League, Forest Service, and the States.

Source: Department of Labor, Quarterly Progress Reports, National Summary of All Sponsors.

program by male enrollment. At the other end of the scale, the low proportion of veterans in the ANPPM program may be attributable to the representation of immigrants in this program who had a lower probability of serving in the U.S. armed forces when compared to native-born elderly.

More than a third of ANPPM, Green Thumb, NCBA, and Forest Service enrollees had less than eight years of education. However, ANPPM (together with AARP and NCOA) also displays a relatively high proportion of college graduates.

Finally, the sponsors differ somewhat in terms of the proportion of enrollees below the poverty level from the high of 97 percent for AARP to the low of 78 percent for the NUL programs.

These data suggest some diversity of programs operated by the various sponsors along a number of dimensions. At the same time, however, with the exception of some variables (sex, ethnicity), none of the national sponsors are very far from the average for all SCSEP programs.

6.3 Characteristics of New Enrollees During Program Year 1983-84

This section describes the characteristics of SCSEP enrollees who entered the program during the July 1, 1983 through June 30, 1984 period. The data presented are nationally representative estimates based on the intake/termination record and telephone survey micro data files. Because of the micro nature of this data, it is possible to present distributional data for subgroups of participants. Since sex and age are two crucial variables related to labor market behavior, this section discusses data by these two variables.

Table 6-5 describes background characteristics of SCSEP new enrollees on the basis of information contained in program intake records. The data show that males tend to be somewhat older at entry than females. However, since length of program stay may also differ by sex, these small differences in the sex-age distribution of new enrollees may not hold for current enrollees at a particular point in time.

Only minor differences exist between males and females by ethnic group. However, the proportion of whites is somewhat higher in the older age groups. As expected, the proportion of veterans is much higher among males when compared to females. The proportion of veterans tends to be relatively low in the 65 years of age and older group.

The proportion of new enrollees with less than eight years of education is much higher among males when compared to females. A substantially higher proportion of females are high school graduates, although males are slightly overrepresented among college graduates. Educational attainment is negatively associated with age at entry. To a substantial extent, this is a reflection of general increases in the educational level of the U.S. population during the last several decades.

Almost 60 percent of the enrollees are living alone; many of these people are widowed. An additional 30 percent lives in two-person families. Only about 10 percent of SCSEP enrollees live in larger families.

Table 6-5. Characteristics of SCSEP New Enrollees During FY 1983-84 by Sex and Age Group

Characteristics	Sex		Age			Total
	Males	Females	55-59	60-64	65 and over	
Sex						
Male	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Female	100.0	100.0	34.7	37.9	40.5	37.3
			65.3	62.1	59.6	62.7
Age						
55-59 years	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
60-64 years	40.1	44.8	100.0			43.2
65-69 years	29.7	28.8		100.0		29.2
70-74 years	16.4	16.1			58.4	16.2
75 years and over	9.8	7.1			29.1	8.1
	4.0	3.2			12.5	3.5
Ethnic Group						
White	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Black	64.5	62.6	61.6	65.2	64.0	63.3
Hispanic	26.1	30.7	30.3	27.0	29.1	29.0
Other	5.1	4.9	5.5	5.2	3.7	4.9
	4.4	1.8	2.6	2.5	3.2	2.8
Percent Veteran	56.0%	2.4%	24.1%	27.0%	14.8%	22.4%
Education						
8th grade and under	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
9th-11th grades	33.0	17.5	17.2	20.6	35.5	23.3
High school	26.5	27.0	29.0	26.4	23.9	26.8
1-3 years college	25.0	35.6	34.0	33.4	26.1	31.6
4 years college	8.9	15.9	13.8	14.3	11.5	13.3
	6.7	4.1	6.1	5.4	3.1	5.0
Percent Head of Household	96.3%	80.6%	83.7%	85.9%	91.3%	86.4%
Family Size						
1	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
2	46.0	65.5	57.3	58.0	59.9	58.2
3-4	37.1	24.4	26.2	29.0	33.6	29.1
5 and over	13.5	8.1	12.6	10.5	5.7	10.1
	3.5	2.1	3.9	2.5	0.7	2.6
Average Family Income	\$3,695	\$3,462	\$2,463	\$3,680	\$5,080	\$3,549
Percent below poverty level	86.2%	84.9%	94.3%	83.3%	72.5%	85.4%
Family Income per Person						
\$500 or less	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
\$501-2,000	25.0	20.9	37.1	20.2	2.3	22.5
2,001-4,000	22.9	20.7	31.1	20.9	7.2	21.5
4,001 or more	38.6	33.1	25.9	36.5	48.0	35.2
	13.5	25.3	5.8	22.4	42.6	20.9
Source of Family Income						
Percent received AFDC	1.7%	3.4%	3.8%	3.1%	0.6%	2.8%
Percent received SSI	4.2%	4.4%	1.8%	4.7%	7.7%	4.3%
Percent received Social Security	38.5%	44.0%	10.2%	47.4%	90.6%	41.9%
Percent received pensions	13.9%	12.6%	10.9%	13.3%	16.5%	13.1%
Percent received Wage Income	39.5%	31.0%	43.2%	35.7%	17.1%	34.2%
Average Annualized Amount of Income from:						
Wages (\$)	\$1,064	\$856	\$1,232	\$946	\$368	\$933
Social Security (\$)	\$1,860	\$1,898	\$499	\$1,962	\$4,310	\$1,884
Pensions (\$)	\$305	\$278	\$299	\$314	\$236	\$288
Percent Farm Family	1.8%	1.3%	1.2%	2.5%	1.1%	1.3%
Percent Limited English	7.2%	4.3%	3.4%	5.7%	8.1%	5.4%
Percent Handicapped	8.2%	4.0%	5.4%	6.0%	5.4%	5.6%
Percent Employed at Entry	5.2%	6.9%	8.9%	4.7%	3.6%	6.3%
Percent Reenrollee	13.1%	10.7%	6.3%	13.5%	17.9%	11.6%

Source: Intake/termination records data base.

Because of the traditional difference between the age of husband and wife, and the greater life expectancy of females, a higher proportion of females living in one-person families, when compared to males, should be anticipated. The data, indeed, show a dramatic 20 percent difference between females and males living alone. Family size is negatively associated with age as can be expected. Age differences in head of household status are reflective of increases in one-person households by age, while sex differences reflect the higher likelihood that a male is designated as a household head, as a result of earned income.

Average family income is slightly higher for males. More dramatic differences exist by age: the older the enrollee, the higher the average family income. Average family income is more than twice as high in the 65 years of age and over group when compared to the 55-59 years of age category. These age differences are reflected in the proportion below the poverty level and in the distribution of enrollees by family income per person.

Data concerning the receipt of income from various sources and the average amount of such income explains these age differences. The single most important income item received by SCSEP enrollees is Social Security. Both the proportion receiving Social Security, and the average amount of income from Social Security dramatically increases with age. Although a higher proportion of 55-59 year old enrollees receives wage income than enrollees in other age groups, this does not compensate for the higher amounts of Social Security income received in the older age groups.

These data suggest that many of the younger (55-59 years old) enrollees experience low income because of difficulties in holding a job at reasonable wages in the unsubsidized sector of the economy, while at the same time, not being eligible for Social Security. Older enrollees, in turn, may be attracted to the program as a means of supplementing their Social Security income.

Table 6-5 also contains some data on the proportion of enrollees who lived in farm families, or who were classified as persons with limited English speaking ability, handicapped, employed at entry, and reenrollees. Of these statistics, the systematic decline of enrollees who were employed at entry, and the marked increase of reenrollees with age are particularly notable.

The key findings of Table 6-5 appear to relate to the high proportion of enrollees who are living alone, without the social, emotional, and economic support inherent in a family environment; to age differences in the amount and sources of family income; and to the low proportion of enrollees who enjoyed substantial wage income prior to entry and who were employed at entry. Relatively young SCSEP enrollees have had more recent employment experience than their older peers. However, their higher wage income was insufficient to counterbalance the effect of Social Security income in producing substantially higher family incomes for the older subgroups of enrollees. It is to be noted, however, that almost three-quarters of the enrollees in the 65 years of age and older group were still below the official poverty line, despite their relatively high

Social Security income when compared to younger subgroups of SCSEP enrollees.

The intake forms provide only limited information on preprogram labor force experience. The only item related to this subject on the intake form records whether an enrollee was employed at entry or not. No distinctions between persons who were unemployed and not in the labor force are possible on the basis of the intake forms. In order to provide a more comprehensive picture of preentry labor market experience, a series of questions was incorporated in the telephone survey, designed to measure the number of weeks the person was employed, unemployed, and not in the labor force during the preentry year.

According to standard labor force definitions, a person who worked at least an hour during a week for pay, or had been temporarily absent from a job is regarded as employed during that week. The distinction between unemployed persons and those not in the labor force is somewhat less straightforward. In order for an individual to be classified as unemployed, the person has to be without a job and actively looking for work. This could include people who were previously employed but lost their job (job losers), or new labor force entrants (or labor force reentrants) who did not find a job yet. This latter group is difficult to distinguish from persons who were not in the labor force. An additional complication is that many unemployed individuals, particularly among older people who wish to have a job, give up job search because of their belief that no job is available to them. Such "discouraged workers" are technically classified as not in the labor force, although many of them would like to work and face labor market problems similar to the difficulties experienced by the long term unemployed.¹

Table 6-6 describes the labor market experience of SCSEP enrollees during the year prior to enrollment. First the overall findings are discussed, and then sex and age differences will be commented on. Since 27 percent of enrollees were not in the labor force during the whole preentry year, about three-quarters of SCSEP enrollees were in the labor force for at least part of the preentry year. Some of them were in the labor force for the whole year (about half of all enrollees), while the remaining quarter of enrollees were in the labor force for part of the year. Most of this latter group could be classified as discouraged workers.

About half of the enrollees experienced some unemployment during the preentry year. Many of them had very long periods of unemployment; more than 20 percent of enrollees reported that they were unemployed for a full year period; almost 40 percent of all enrollees were "predominantly unemployed" (unemployed for at least half a year) during the preentry year. Only 14 percent of enrollees reported as being employed during the whole preentry year. Note that this percentage is somewhat higher than the percent who were reported as employed at entry on the intake forms.

¹"The Labor Market Problems of Older Workers," by Phillip L. Rones, Monthly Labor Review, May 1983.

Table 6-6. Labor Market Experience of SCSEP New Enrollees During PY 1983-84

	Sex		Age			Total
	Male	Female	55-59	60-64	65 and over	
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
<u>Weeks Employed</u>						
None	54.0	65.8	65.0	55.4	62.9	61.7
Part of year	32.7	19.5	25.9	24.4	20.7	24.1
Full year	13.3	14.7	9.1	20.4	16.4	14.2
<u>Weeks Unemployed</u>						
None	38.4	55.3	32.4	53.8	71.8	49.3
Part of year	33.1	26.8	37.2	25.1	20.0	29.0
Full year	28.5	17.9	30.4	21.2	8.2	21.7
<u>Weeks Not in Labor Force</u>						
None	57.1	40.5	52.2	53.7	29.0	46.3
Part of year	26.8	26.3	29.2	20.5	28.3	26.5
Full year	16.1	33.1	18.6	25.8	42.8	27.3
<u>Predominant Labor Force Status</u>						
Employed	19.9	20.9	15.2	28.7	20.9	20.6
Unemployed	49.1	33.2	54.1	34.5	17.6	38.7
Not in labor force	28.5	44.5	28.5	34.2	61.1	38.9
Other	2.5	1.5	2.2	2.6	.5	1.8

Source: Westat Telephone Survey conducted during March 1986 of a sample of PY 1983-84 new enrollees.

The data suggest that the dominant group of enrollees were long-term unemployed or discouraged workers. The data also indicate however, that a significant portion of enrollees were either new labor force entrants, or labor force reentrants.

The pattern of preentry labor force participation was different for males and females. Half of male entrants were predominantly unemployed, while almost half of female entrants were predominantly not in labor force during the preentry year. This suggests that the typical male SCSEP enrollee was a long-term unemployed individual, while a significant portion of female enrollees used the SCSEP program as a tool of labor force entry or reentry. As an earlier study indicated, such a labor force entry or reentry could be triggered by sudden changes in family status, particularly widowhood.¹

Age differences are also marked. While less than 30 percent of 55-59 years old SCSEP enrollees were predominantly not in the labor force during the preentry year, more than double that percentage belonged to this category in the 65 years of age and older group. In contrast, the proportion of individuals who were predominantly unemployed clearly declines with age. This is attributable to the general decline in labor force participation with age, partly as a result of induced retirement due to discouragement.²

A somewhat surprising finding is that the proportion who were predominantly employed during the preentry year was highest in the 60-64, rather than in the 55-59 year old group. A possible explanation for this relates to Social Security. A subgroup of 60-64 year old enrollees is comprised of people who enroll in the SCSEP program upon reaching eligibility for Social Security. Such persons may enter SCSEP right upon retirement from an unsubsidized job, without going through a spell of unemployment. This is conceivable, particularly in light of SCSEP as a part-time work experience program. Many elderly who retire wish to continue to work on a part-time basis, and the Social Security rules also provide incentives for part-time employment.³

This interpretation is supported by the data concerning the proportion of enrollees who reported a full year of preentry employment experience. Although labor force participation sharply declines with age, the proportion of SCSEP enrollees who reported a full year of employment

¹ "Factors Affecting Participation of Older Americans in Employment and Training Programs," by Kalman Rupp et al., RR-83-04 Research Report Series, National Commission for Employment Policy, Spring 1983.

² This was demonstrated by David Shapiro and Steven Sandell, "Economic Conditions, Job Loss and Induced Retirement," Paper presented at the Industrial Relations Research Association Meeting, Dallas, Texas, December 1984.

³ Aging in the Eighties: Part-Time Employment After Retirement, by Harold L. Sheppard and Richard E. Mantovani. Washington, D.C.: The National Council on the Aging, Inc., 1982.

experience is higher both in the 60-64 years of age group and in the 65 years of age and older group when compared to 55-59 year old SCSEP enrollees. While SCSEP enrollment is primarily a response to unemployment experience in the 55-59 years of age group, it may be a tool of supplementing retirement income with part-time employment in the older age groups.

7.0 FACTORS AFFECTING PARTICIPATION IN THE SCSEP PROGRAM

The SCSEP was designed to serve low-income elderly by the provision of part-time community service employment opportunities. In recent years an increased emphasis on placement to unsubsidized jobs was also observed as an important feature of the program. In order to fully understand program targeting and how well the program serves the elderly, it is important to understand the reasons for the decisions of elderly Americans to participate or not to participate in SCSEP programs, and the potential benefits enrollees are interested in.

This chapter contains two sections. In the first section, self-reported telephone interview data describing the most important perceived reason for program enrollment are presented. These data provide baseline information concerning the motivation of SCSEP enrollees. However, such data can provide only a partial picture of the reasons for SCSEP enrollment for two fundamental reasons. First, self-reported reasons reflect individual perceptions only, and therefore may miss some important underlying causes not so immediately obvious in everyday life. Second, the data are limited because of inherent sample frame limitations: no information on the reasons for nonparticipation among eligibles who did not enroll can be obtained on the basis of a sample limited to enrollees.

In order to address both of these limitations, and to complement the analysis of factors affecting participation in SCSEP, a second type of analysis was conducted comparing the characteristics of SCSEP enrollees with nonparticipant eligibles based on Current Population Survey (CPS) data. The results of this second line of inquiry are reported in the second section of this chapter.

7.1 Perceived Reasons for Application

The telephone survey respondents were asked to state the most important reason for their application for the SCSEP program. If several reasons were mentioned the interviewer was instructed to probe for the most important reason without guiding the respondent. The responses were recorded verbatim. Most of the responses fell into a limited number of categories. Less frequent responses were collapsed into relatively homogeneous groupings. The results are summarized in Table 7-1.

Overall, the data show the dominant importance of monetary reasons for SCSEP application. Noneconomic reasons, and the part-time nature of SCSEP positions are more important for some subgroups than for others, but they do not display a dominant position among reasons for application in any of the major groups discussed above.

7.1.1 Overall Results

The data clearly indicate that the vast majority of enrollees entered SCSEP on the basis of economic motives. More than 70 percent of enrollees reported that they needed income or a job, or that they believed that no other jobs were available for seniors. Although only about five percent listed "only job available for seniors" explicitly as

Table 7-1. Perceived Reasons for Application to SCSEP Program by New Enrollees During PY 1983-84

Reason Applied to Program	Sex		Age			Total
	Male	Female	55-59	60-64	65 and over	
Reason Applied to Program	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Need income or job	64.5	68.0	71.3	58.7	67.9	66.8
Training	1.0	2.2	3.3	.2	.9	1.8
Only job available for seniors	6.1	4.2	5.4	6.7	2.1	4.9
Work environment (part-time, light work, close location)	3.6	4.1	2.4	6.8	3.3	3.9
Enjoy job activities or work with seniors	.3	2.5	1.8	2.3	1.0	1.7
Social - to keep busy, avoid loneliness	16.1	12.7	9.5	18.3	16.5	13.9
"Be of service"	3.2	2.5	.7	3.6	5.3	2.7
Recruited or recommended by another	3.7	1.8	3.9	1.0	1.5	2.4
Other	1.5	2.1	1.7	2.5	1.6	1.9

Source: Westat Telephone Survey conducted during March 1986 of a sample of PY 1983-84 new enrollees.

the most important reason for enrollment, it is conceivable that many others who listed a need for income or a job as the most important reason for enrollment looked at the SCSEP project as an employer of last resort.

A remarkable feature of the data is that less than two percent of enrollees listed training as a most important reason for enrollment. This finding is consistent with predictions from microeconomic theory; since older people are expected to have a much shorter remaining working life than members of younger age groups, training investments, in order to be worthwhile, should amortize over a much shorter period than for younger people. Therefore, the perceived costs of job training may outweigh the benefits for many of the elderly in the SCSEP target population. Reduced motivation to participate in training, in turn, has a negative impact on the potential success of training efforts for SCSEP participants. This is not to say that all training for all elderly is necessarily misguided. However, the data indicate some inherent limitations of training-oriented program strategies for the given SCSEP enrollee population. The low proportion of SCSEP enrollees interested in training may be partly related to the general perception that SCSEP is not a training program, and to the availability of other programs (JTPA) to the SCSEP target population that are training oriented. Nevertheless, the relatively low participation rate of elderly in JTPA, in itself, may be taken as indicative of inherent limitations of training strategies for the elderly.

About four percent of enrollees mentioned the part-time nature of SCSEP jobs and other aspects of the program making it a less demanding work environment than most jobs in the unsubsidized sector of the economy as the most important reason for program enrollment. A substantial minority of enrollees -- less than 20 percent overall -- listed various noneconomic, "social" or psychic reasons for program enrollment, rather than a primarily economic motivation.

7.1.2 Differences by Sex and Age Group

Table 7-1 also contains data on reason for application by sex and age. The data show that the need for income or a job was the most important reason for application for all subgroups of enrollees. However, some subgroup differences are to be noted.

Differences between males and females are not very marked. It is interesting to note, however, that females tended to list the need for income or a job somewhat more frequently than males, while men gave "social" reasons as the main reason for application more often. This finding underlines the importance of economic motives for women.

Notable age differences in the reasons for application also exist. The most straightforward of these relates to training. The desire to get training appears totally unimportant as a motivation for application for enrollees 60 years of age or older, while it is somewhat more important for 55-59 year old enrollees. Even in this group, however, only 3.3 percent listed training as a most important reason for application. This finding is consistent with the earlier discussion of the relationship between aging and the demand for training. Clearly, the older the

enrollee, the less important the motivation for learning new skills appears to be.

Another interesting age-related finding is that the 60-64 year old group listed strictly economic reasons (need for income or a job) least frequently, while they listed "social" reasons and the part-time nature of SCSEP jobs more frequently than the other age groups, as a reason for application. This finding is related to the earlier discussion of the SCSEP program as a means of combining Social Security retirement with part-time employment and as a vehicle of a gradual withdrawal from the labor force. Since the labor force participation rate is highest in the 55-59 year old age group in the elderly population, it is no surprise that this is the age group that listed strictly monetary reasons for application most frequently, and social reasons, work conditions, and the part-time nature of SCSEP jobs least frequently. Enrollees in the 60-64 year of age group tend to be most affected by early Social Security retirement. SCSEP enrollment for these people could be useful as a means of supplementing their income, and also as a means of providing a gradual transition from full-time employment to retirement. The part-time jobs provided by the program help them to "keep busy" and be less socially isolated.

Some people in the 65 years of age and older group are likely to respond to similar needs, since the regular Social Security retirement age is 65. However, the data suggest that for people who enroll at an older age the importance of strictly monetary reasons increases, while the role of nonmonetary reasons diminishes. This can be explained by the fact that most of these people have retired earlier (as Table 6-6 showed, more than 60 percent of them were predominantly not in the labor force during the preentry year), and therefore were beyond the emotional and social shocks associated with retirement that may have affected 60-64 year old SCSEP entrants. At the same time, the decision to enter or reenter the labor force at an older age, undoubtedly, is often motivated by sudden changes in family income status as a result of illness, divorce, or death in the family. Among all those interviewed, 2.7 percent volunteered that their enrollment was motivated by the need for income specifically related to such changes within their family. Another 2.4 percent stated that the reason for enrollment was to supplement Social Security or pension income.

7.1.3 Differences by Preentry Labor Force Status

Table 7-2 provides information on reasons for application by predominant labor force status during the year prior to application. Again, the data show the overwhelming importance of the perceived need for a job or income for all three major categories. The need for income or job was most frequently mentioned by those who were predominantly unemployed during the preentry year. The part-time nature of SCSEP was most important for those who were predominantly employed, and the least important for those who were predominantly not in the labor force. Noneconomic reasons were most frequently given as reasons for application by those who were predominantly not in the labor force during the preentry year, while least frequently by those who were unemployed.

Table 7-2. Perceived Reasons for Application to SCSEP Program by New Enrollees During PY 1983-84

	Predominant Labor Force Status			Total ¹
	Employed	Unemployed	Not in Labor Force	
<u>Reason Applied to Program</u>	100.0%	100.0%	100.0%	100.0%
Need income or job	64.4	71.4	61.6	66.8
Training	1.2	1.6	.7	1.8
Only job available for seniors	3.2	5.6	3.2	4.9
Work environment (part-time, light work, close location)	6.5	4.3	2.9	3.9
Enjoy job activities, work with seniors	2.6	.9	2.6	1.7
Social - to keep busy, avoid loneliness	13.3	7.4	23.2	13.9
"Be of service"	3.7	2.9	2.6	2.7
Recruited or recommended by another	2.6	3.3	1.7	2.4
Other	2.7	2.7	1.5	1.9

¹Total includes 1.8 percent of respondents who could not be classified by one predominant labor force status and those for whom no labor force status was available.

Source: Westat Telephone Survey conducted during March 1986 of a sample of PY 1983-84 new enrollees.

7.2 Participation Among SCSEP Eligibles

In order to understand factors affecting participation in the SCSEP program it is useful to analyze variables that affect both the decision to participate and reasons for nonparticipation in addition to the discussion of the motivation of those who decided to apply for the program. To conduct such an analysis of reasons for participation and nonparticipation, it is necessary to utilize data both on participants and nonparticipants.

7.2.1 Determination of SCSEP Eligible Population

A convenient framework of nonparticipant data is information on SCSEP eligibles; the eligibility rules themselves exclude the program participation of those who do not satisfy the legal requirements of program eligibility, even if they were interested to apply.

Therefore, the analysis to follow is based on comparisons of the characteristics of SCSEP eligibles and participants. The source of data on eligibles is the March 1984 Current Population Survey (CPS). Eligibles were identified on the basis of a model of SCSEP eligibility. SCSEP eligibility rules include the following requirements:

- (1) Age. Each individual must be no less than 55 years of age. No person shall be determined ineligible solely because of advanced age and no upper age limit shall be imposed for continued enrollment.
- (2) Place of Residence. Each individual must have a place of residence in the State in which the project sponsor is authorized to operate the project.
- (3) Capacity to Perform. Each individual must be determined capable of performing the tasks involved in the community service employment assignment proposed during enrollment. Project sponsors should exercise utmost caution and care before reaching unfavorable determination in this area, since project sponsors should structure worksite tasks suited to the capacities of eligible individuals. Unfavorable determinations in this area shall be documented to the fullest extent possible by project sponsors using objective criteria.
- (4) Family Income. The income of the family, including a family of one, shall not exceed 125 percent of the OMB poverty guidelines. The exception to this requirement is individuals or members of a family that receive cash welfare payments. Annualized family income shall be established on a 6-month or 12-month basis, whichever is more beneficial to the individual.

Appendix B provides a brief description of the microsimulation model of SCSEP eligibility that was utilized. A more detailed discussion of the

methodology can be found in an earlier paper.¹

It is important to note that the legislation does not envision serving all SCSEP eligibles. Many of the elderly who satisfy the eligibility requirements do not need SCSEP services because they enjoy a satisfactory labor market position (e.g., full-time employed), or because they do not wish to work. Many of the elderly are not in the labor force and do not wish to return to work. Most of these elderly are healthy; others are too sick to work.

7.2.2 SCSEP Eligibles, Participants, and Participation Rates

Table 7-3 provides baseline information on the number of SCSEP eligibles, participants, and participation rates. An estimated 12.7 million persons 55 years of age and older satisfied the economic criteria of SCSEP eligibility during 1983. This is more than a quarter (26.4 percent) of the population in this age group.² While these numbers represent the population formally satisfying the SCSEP eligibility requirements, additional insight concerning the SCSEP eligible population and their SCSEP participation patterns can be obtained by considering labor force status. Labor force status does not affect eligibility for the program, but it is very important in understanding labor market behavior, and hence the demand for services offered by the SCSEP program.

Since SCSEP eligibility requirements do not contain labor force participation criteria, and many elderly are not in the labor force, it is no surprise that only a minority of SCSEP eligibles spent any time in the labor force during 1983. About 20 percent of eligibles (2.6 million persons) had some labor force experience during this year. The rest -- 80 percent of eligibles -- were not in the labor force during the whole year (52 weeks). Although some of the elderly use SCSEP as a vehicle of labor force reentry, it is clear that the vast majority of SCSEP eligibles outside the labor force at least for 52 weeks is not interested in or is unable to reenter the labor force.

The number of SCSEP eligibles who had at least some unemployment experience during 1983 was also computed. Only six percent of eligibles fall into this category comprising of people who experienced as little as one week, or as much as a full year unemployment during 1983. This group of SCSEP eligibles with unemployment experience, consisting of about 750,000 people, comes closest to a broadly defined SCSEP target population in need of SCSEP services.

¹Kalman Rupp et al., "Eligibility and Participation Rates of Older Americans in Employment and Training Programs," RR-83-11 Research Report Series, National Commission for Employment Policy, Spring 1983.

²This compares to an estimated 11.5 million (24.8 percent of the corresponding population) for 1980. See: Kalman Rupp et al., "Eligibility and Participation Rates of Older Americans in Employment and Training Programs," RR-83-11 Research Report Series, National Commission for Employment Policy, Spring 1983.

Table 7-3. Labor Market Experience of SCSEP Eligibles, Participants, and New Enrollees

	Eligibles ¹	Participants ²	New Enrollees ³	Participants as Percent of Eligibles in Group	New Enrollees as Percent of Eligibles in Group
Total	12,722,302 (100.0%)	99,494 (100.0%)	38,774 (100.0%)	0.78%	0.30%
of which:					
Persons With Prior-Year ⁴ Labor Force Experience	2,620,794 (20.6%)	72,332 ⁶ (72.7%)	28,189 ⁸ (72.7%)	2.76%	1.08%
Persons With Prior-Year ⁵ Unemployment Experience	750,616 (5.9%)	50,742 ⁷ (51.0%)	19,775 ⁹ (51.0%)	6.76%	2.63%

¹ Estimated from March 1984 Current Population Survey.

² New Enrollees + carryovers, PY 1983-84, Quarterly Progress Report.

³ PY 1983-84, Quarterly Progress Report.

⁴ Eligibles: persons who were in labor force at least for one week during calendar year 1983.
Participants and new enrollees: persons who were in labor force at least for one week during preentry year.

⁵ Eligibles: persons who were unemployed at least for one week during calendar year 1983.
Participants and new enrollees: persons who were unemployed at least for one week during preentry year.

^{6,7} Assuming that participants displayed similar preentry year labor force status experience as new enrollees interviewed by Westat Telephone Survey.

^{8,9} Westat Telephone Survey Data.

Given the importance of labor force status, participation rates in SCSEP should be interpreted in light of the above findings. The estimated number of SCSEP eligibles was compared with the number of SCSEP participants and new enrollees by labor force experience category. Relating participants (including carryovers from previous years and new enrollees) to eligibles provides a useful indicator of the rate of overall participation in SCSEP. However, the analysis of participation by prior year labor force experience is more straightforward in the context of new enrollees. Those participants who were carried over from previous years were employed by the program for a part of (or even for the whole) preentry year by the program. The preentry year for carryovers, in turn, reflects a range of years, depending on the year of SCSEP entry. In any event, no detailed preentry year labor force status experience data was available for carryovers. Therefore, it was assumed that the preentry year labor force experience of carryovers was similar to the preentry year labor force experience of new enrollees. This is an assumption which is only approximately correct.

The data shows that less than one percent of eligibles participated in the SCSEP program. However, if the base of comparison is restricted to those who were in the labor force at least for part of the year, the participation rate jumps to almost three percent. An even higher estimated seven percent of eligibles with prior year unemployment experience participated in the SCSEP program.

The data on the proportion of new enrollees to eligibles show systematically lower rates, simply because new enrollees comprise only a minority of SCSEP participants. The most relevant number in the last column is the figure indicating that almost three percent of SCSEP eligibles who experienced unemployment during the preentry year enrolled in SCSEP. More detailed data also show that an even higher proportion of the long-term unemployed SCSEP eligibles (defined as persons with more than half year of unemployment experience) -- 3.73 percent -- enrolled in SCSEP.¹ Although the rate of participation in SCSEP is highest in the long-term unemployed group, this figure suggests that only a fraction of eligibles enrolled in SCSEP even in this subgroup displaying obviously serious labor market difficulties.

7.2.3 Characteristics of SCSEP Eligibles and Participants

Table 7-4 compares the characteristics of SCSEP eligibles and participants. Because of the importance of labor force experience in the eligibles group, the overall comparisons are supplemented with

¹An estimated 2.6 percent of SCSEP eligibles (330,780 persons) were unemployed for 27 or more weeks during 1983. A much higher proportion (31.8 percent) of new SCSEP enrollees were unemployed for 27 or more weeks during the preentry year.

Table 7-4. Characteristics of SCSEP Eligibles and New Enrollees during PY 1983-84

	SCSEP Eligibles				SCSEP Participants (New Enrollees)
	Employed	Unemployed	Not in Labor Force	Total	
Sex					
Male	100.0%	100.0%	100.0%	100.0%	100.0%
Female	53.8	63.3	32.3	36.0	37.3
	46.3	36.7	67.7	64.0	62.7
Age					
55-59 years	100.0%	100.0%	100.0%	100.0%	100.0%
60-64 years	48.1	46.6	12.8	18.4	43.0
65-69 years	31.7	38.2	16.4	19.0	29.2
70-74 years	9.5	10.8	17.8	16.5	16.2
75 years and over	6.2	3.7	18.7	16.7	8.1
	4.4	0.7	34.3	29.4	3.5
Ethnic Group					
White	100.0%	100.0%	100.0%	100.0%	100.0%
Black	73.4	69.9	75.8	75.4	63.3
Hispanic	20.3	21.2	17.3	17.8	29.0
Other	5.5	7.9	5.2	5.3	4.9
	0.9	1.1	1.7	1.6	2.8
Education					
8th grade and under	100.0%	100.0%	100.0%	100.0%	100.0%
9th-11th grades	33.2	40.7	52.9	49.9	23.3
High school	21.4	21.4	17.9	18.5	26.8
1-3 years college	31.1	32.1	20.3	22.0	31.6
4 years college	7.3	3.2	5.4	5.6	13.3
	7.0	2.6	3.5	4.0	5.0
Family Size					
1	100.0%	100.0%	100.0%	100.0%	100.0%
2	29.4	38.1	45.1	42.8	58.2
3-4	35.4	37.2	38.4	38.0	29.1
5 and over	25.1	14.2	12.2	14.1	10.1
	10.1	10.5	4.3	5.2	2.6
Average Family Income¹					
Percent below poverty level	\$11,034	\$8,892	\$7,254	\$7,813	\$3,549
	41.9%	44.7%	54.3%	52.4%	85.4%
Family Income per Person¹					
\$500 or less	100.0%	100.0%	100.0%	100.0%	100.0%
501-2,000	7.6	4.8	4.3	4.7	22.4
2,001-4,000	12.5	17.6	9.7	10.3	21.5
4,001 or more	32.6	27.9	41.2	39.7	35.2
	47.4	49.7	44.8	45.3	20.9
Source of Family Income¹					
Percent received AFDC	6.1%	1.6%	2.7%	3.1%	2.7%
Percent received SSI	3.9%	2.5%	4.2%	4.2%	4.3%
Percent received Social Security	35.0%	36.4%	79.0%	71.9%	41.9%
Percent received Pensions	7.9%	8.2%	13.1%	12.2%	13.1%
Percent received Wage Income	79.9%	70.3%	17.2%	27.1%	34.2%
Average Amount of Income from:¹					
Wages (\$)	\$7,050	\$4,538	\$1,326	\$2,190	\$933
Social Security (\$)	\$1,395	\$1,335	\$3,654	\$3,288	\$1,884
Pensions (\$)	\$293	\$239	\$423	\$401	\$288
Labor Force Experience					
Average Weeks Employed	37.8	14.0	1.2	6.5	12.2
Average Weeks Unemployed	5.1	26.3	.3	1.6	18.2
Average Weeks Not in Labor Force	9.1	11.6	50.5	43.8	21.2
Week Unemployed					
0 weeks	100.0%	100.0%	100.0%	100.0%	100.0%
1-26 weeks	79.5	21.0	98.6	94.2	49.0
27 or more weeks	13.3	33.2	.8	3.3	19.1
	7.2	45.9	.6	2.6	31.8
Weeks Not in Labor Force Experience					
0 weeks	100.0%	100.0%	100.0%	100.0%	100.0%
1-51 weeks	64.2	68.4	1.2	11.5	46.3
52 weeks	31.4	21.6	5.1	9.1	26.5
	4.4	10.0	93.7	79.4	27.3

¹ Eligibles based on 12-month income. Participants based on annualized income.

Source: Eligibles: March 1984 Current Population Survey.
Participants: Intake/termination records data base for most variables,
telephone survey data for labor force experience-related variables.

information on the characteristics of SCSEP eligibles by labor force status.¹ Overall, the characteristics of eligibles and participants is very close by sex: women comprise about two-thirds of both groups. This is remarkable, however, in light of the much higher representation of males among those eligibles who were employed or unemployed during the CPS survey week. Table 6-6 showed that a substantial portion of female enrollees were labor force entrants or reentrants, explaining the similar male and female overall SCSEP participation rates despite the higher incidence of labor force participation among males.

When comparing SCSEP participants with all eligibles, SCSEP participants appear to be substantially younger than eligibles. However, the age distribution of SCSEP participants is very similar to the age distribution of those eligibles who were in the labor force (employed or unemployed). In fact, the data show that the representation of older eligibles is slightly higher in the SCSEP new enrollee group than among employed or unemployed eligibles.

Whites are somewhat underrepresented in SCSEP, while blacks and other minorities are overrepresented. Hispanics are roughly proportionally represented among eligibles and participants, although the proportion of unemployed Hispanic eligibles is clearly higher than the proportion of this ethnic group among SCSEP new enrollees.

SCSEP participants tend to be better educated than eligibles. The proportion with eight years or less education is more than twice as high among eligibles than it is among SCSEP enrollees. In contrast, the proportion with postsecondary education is higher among participants when compared to eligibles. To some extent this reflects the lower average age of participants. However, even after this factor is accounted for, differences do remain. Several factors may explain this relationship. Better educated elderly may be more informed about the SCSEP program than their less educated peers, particularly since some of the programs are run by organizations with better educated constituents. It is also possible that better educated elderly are more likely to have experienced a decline in living standards relative to less educated eligibles, many of whom may have been poor throughout their adult lives. Sudden income loss may provide incentives to enter a subsidized employment program in addition to the incentives produced by low income itself. It is also possible, though not immediately obvious, that other motivational factors or program operator selection decision may have contributed to the overrepresentation of better educated eligibles among SCSEP enrollees.

The proportion of elderly living alone is substantially higher among new enrollees when compared to eligibles. This suggests that the economic hardships and psychological isolation associated with living alone (in many cases as a result of widowhood) are conducive to SCSEP application.

¹The file of SCSEP eligibles was stratified by labor force status during the March 1984 survey week. Distributions of characteristics were separately computed for those who were employed, unemployed, and not in the labor force during this week.

Participants tend to have much lower family income when compared to eligibles both on the basis of total and per capita family income.¹ This finding supports the notion that low income is a primary motivation for SCSEP enrollment. Note that the preentry income of new enrollees tends to be much lower than that of eligibles irrespective of labor force status category.

The main difference between participants and eligibles by source of family income is that the proportion of eligibles who received Social Security income is twice as high as the corresponding figure for participants. This finding, however, is closely related to labor force status: the difference is attributable to the high proportion of eligibles who are not in the labor force receiving Social Security. With respect to the receipt of wage income, the overall differences are not great. However, a much higher proportion of both employed and unemployed eligibles received wage income when compared to new enrollees.

Average amounts received from the main sources reflect the same pattern. Social Security is the main source of family income both for eligibles and for participants, although wages are the dominant source of income for those eligibles who were employed or unemployed.

Comparisons of eligibles and participants by labor force experience were discussed in the context of Table 7-3. Table 7-4 provides more detail. Clearly, there are substantial differences between the two groups by labor force participation. The dominant labor force status for eligibles is "not in the labor force"; almost 80 percent of eligibles were not in the labor force for the whole preentry year, while less than 30 percent of new enrollees belong to this group. In contrast, more than 50 percent of new enrollees were unemployed during the preentry year; less than six percent of eligibles belong to this group. More than 30 percent of new enrollees, while less than three percent of eligibles were long-term unemployed during the previous year.

In summary, SCSEP participants tend to be more disadvantaged than the average of all eligibles by income and unemployment experience, but they are less disadvantaged by educational attainment. Participants tend to be relatively young, members of smaller families, and more likely to be members of minority groups when compared to all eligibles. Many of the differences between participants and eligibles are related to labor force status variables and income needs providing incentives to participate in the program. The distribution of SCSEP participants by age and prior

¹Note that family income is computed on an annual basis for eligibles, while it is typically an annualized six-month figure for participants. Since income often fluctuates within the year, the annualized value of the lowest six month average for eligibles during the year is somewhat lower than the annual average. However, the differences between the figures for eligibles and participants are clearly overwhelming. Since many of the new enrollees entered the program as a result of income loss due to unemployment, the difference between annual and annualized six month income is likely to be much more substantial for new enrollees than for the average eligible.

year labor market experience tends to be similar to the characteristics of the subset of SCSEP eligibles who were unemployed during the CPS survey week.

7.2.4 Results of Multivariate Analysis of Factors Affecting Program Participation

A useful addition to the analysis of factors affecting program participation is provided by multivariate analysis. Multivariate models offer an opportunity to investigate the relationship between the dependent variable of interest (program participation) and a series of independent variables. The coefficients of such models answer the following question: what is the relationship between the given independent variable and program participation controlling for differences in other variables considered in the models? This type of analysis is useful primarily because it permits a better understanding of the causal nature of factors affecting program participation. For example, it is possible that gross differences in the participation rate of two subgroups of the population can be attributed to another variable. In the above discussion, for example, the possibility was mentioned that part of the relationship between educational attainment and participation can be attributed to age, rather than to education per se. Multiple regression analysis can provide tests for this and related hypotheses.

Appendix C, Tables C-1 and C-2 provide results of multivariate analyses of the probability of SCSEP participation. The main findings are summarized here.

The data in Table C-1 show that age is the most important single demographic predictor of SCSEP participation: younger eligibles have systematically higher probabilities of SCSEP participation. Family size is another important independent predictor of program participation: the smaller the family size, the higher the probability of SCSEP participation, even after controlling for age and other demographic variables. The third most important demographic predictor of SCSEP participation relates to race: blacks display significantly higher probabilities of participation than whites, even after controlling for age and other relevant variables that may be associated with race.

The data in Table C-2 indicate that the probability of SCSEP participation declines with age at a decreasing rate. A relatively weak negative relationship was estimated between SCSEP participation and early Social Security retirement. Note that comparable models of JTPA participation¹ indicated a significant negative relationship of both early retirement and the normal Social Security retirement age (65 years) with the probability of JTPA participation. This suggests some programmatic differences, namely the role of SCSEP part-time jobs as supplements of retirement income.

¹Kalman Rupp, "Older Workers and Government Training Programs: CETA and Beyond," paper presented at the 1984 Annual Meeting of the Industrial Relations Research Association, Dallas, Texas, December 1984.

A strong negative relationship was found between participation and family size, and positive links were found between educational attainment and participation, as well as between black ethnicity and participation. None of these relationships can be explained by the labor force and income variables considered in the models. In other words, for example, blacks are more likely to participate in SCSEP than whites, even after accounting for the relationship between race and poverty. A positive relationship between Hispanic ethnicity and participation was also estimated, although this is more sensitive to model specification than the other relationships discussed above.

A strong negative relationship was found between being employed and SCSEP participation. This suggests that those eligibles who can secure employment in the unsubsidized sector are less likely to be attracted to SCSEP when compared to eligibles facing labor market difficulties. Although no data were available to test separately for the unemployed and not in labor force status from the intake/termination records, the telephone interview data presented earlier suggest that the probability of participation is by far the highest among the unemployed.

The data clearly indicate that those eligibles who are more disadvantaged by income criteria are more likely to participate in SCSEP than their less disadvantaged peers. Those below the poverty line are more likely to participate than those above the poverty line. Likewise, a strong negative relationship was estimated between family income and participation, and between income per person and participation. Data by source of income suggests that those receiving Social Security are less likely to participate than other eligibles. The positive estimated relationship between the receipt of wages and participation is most likely a reflection of the high probability of participation among the unemployed (who are not directly identified by the models, but in many cases received some wage income in the period prior to entry), since employed status has been controlled by a separate variable. The receipt of SSI and pension income positively relate to SCSEP participation, suggesting the role of SCSEP in supplementing these sources of income.

Overall, the data suggest that factors associated with labor market and income related disadvantages are very important in explaining SCSEP participation. Those who are more disadvantaged by such criteria are more likely to participate than other eligibles who are less disadvantaged. These findings are consistent with predictions from microeconomic theory which suggest that those who are most likely to benefit from program participation and have the lowest "opportunity costs"¹ of participation are the most likely to apply. Such individuals include those facing labor market problems and low income levels from other sources.

¹The concept of "opportunity costs" in economics is based on the observation that virtually any human activity is associated with foregone opportunities that have to be sacrificed in order to carry out the given activity. The highest valued alternative that must be sacrificed because one chooses an option is the opportunity cost of the choice.

At the same time, participants tend to be somewhat better educated than nonparticipant eligibles. This finding could reflect a variety of factors related to application behavior and program operator selection decisions.

The strong negative relationship between age and program participation is related to labor force participation and retirement decisions of the elderly, as well as to the relationship between age and health status which was not measured on the data files available for the above analysis.

8.0 PROGRAM JOBS AND SATISFACTION WITH SCSEP

This chapter provides a description of in-program experiences and satisfaction with the SCSEP program. The primary source of data analyzed here is the telephone survey of a random subsample from the intake/termination records data file of enrollees who entered SCSEP during PY 1983-84.

8.1 In-Program Jobs

The following describes in-program activities and hours of work by SCSEP enrollees.

8.1.1 Program Focus and Sponsor Priority

Table 8-1 provides an overview of program activities on the basis of Quarterly Progress Report data. The QPR classifies in-program jobs as either "services to the general community" or "services to the elderly community". Further subdivisions describe the industry of in-program worksites.

The in-program job focus is fairly balanced between the general community and elderly services, with an overall distribution of 58.7 percent and 41.3 percent, respectively. As observed in other analyses, the variation among sponsors is notable. The special nature of the sponsoring organizations and their interests provide a greater emphasis on service to a particular group or locale, or a particular type of in-program service. The Forest Service offers jobs aimed almost exclusively at the general community (98.9%). At the other end of the scale, the State sponsors show a predominant emphasis toward the elderly community (62.7%).

Within the overall groupings, the varying interests of a sponsoring group become apparent. Education and social services are areas of particular attention. Several sponsors provide substantial opportunities for educational aides to schools. Sponsors with a specific focus on social services include the Asociacion Nacional pro Personas Mayores, the National Center on Black Aged, and the National Urban League. The prime focus of the Forest Service is services for recreational areas (75%). The emphasis in elderly assistance is particularly directed toward senior centers and nutrition programs.

8.1.2 Enrollee In-Program Occupations

Information on the nature of in-program jobs was also collected in the telephone survey. Respondents were asked to describe the in-program jobs they had for the longest period of time.¹ The responses were recorded verbatim, and were subsequently classified utilizing the system of occupational categories developed by the Bureau of the Census. Several

¹Most enrollees (73%) had only one in-program job. The rest reported to have had two or more job titles while in the program. Persons in this latter group were asked to identify the in-program job they held for the longest period of time.

Table 8-1. Distribution of SCSEP Enrollees at the End of PY 1983-84 by In-Program Job and Sponsor¹

	Total	AARP	ANPPM	GT	NCBA	NCOA	NCSC	NUL	FS	STATE
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
<u>Services to General Community:</u> of which:	58.7	65.7	66.6	67.1	54.3	49.5	51.2	66.5	98.9	35.3
Education	12.4	13.4	12.7	19.0	12.4	10.2	10.0	16.0	.4	8.2
Health and Hospitals	4.6	7.5	4.5	4.0	3.3	6.1	5.8	6.3	.1	3.3
Housing/Home Rehabilitation	1.6	1.8	1.6	2.1	1.5	1.9	1.4	2.2	.5	1.3
Employment Assistance	1.6	1.5	1.6	1.9	1.9	2.6	1.6	2.2	.8	1.3
Recreation, Parks & Forests	9.8	5.7	2.4	9.2	1.2	3.8	2.2	2.2	75.3	2.3
Environmental Quality	1.4	1.0	.4	3.0	1.7	.7	.7	.5	1.6	.4
Public Works & Transportation	4.6	1.3	.6	10.7	5.4	2.2	2.2	1.2	2.2	2.4
Social Services	12.6	19.2	33.8	6.9	21.2	15.0	18.0	26.9	.0	8.8
Other	10.0	14.3	9.1	10.2	5.7	7.1	9.1	8.9	17.8	7.1
<u>Services to Elderly Community</u> of which:	41.3	34.3	33.4	32.9	45.7	50.5	48.8	33.5	1.1	64.7
Project Administration	2.8	4.0	3.6	1.9	3.9	4.0	2.9	5.6	.3	2.8
Health and Home Care	4.9	2.9	3.0	3.3	3.7	4.4	8.5	5.2	0	8.2
Housing/Home Rehabilitation	2.1	2.0	2.7	2.5	5.0	2.9	1.6	1.5	0	2.1
Employment Assistance	1.6	3.2	.3	.9	.8	2.1	1.3	.3	0	2.6
Recreation/Senior Centers	8.3	8.7	6.9	6.7	7.0	9.8	9.0	6.2	0	12.9
Nutrition Programs	10.4	8.8	9.7	10.7	11.1	13.3	9.8	7.3	.7	14.0
Transportation	3.0	1.0	1.3	2.2	4.2	2.5	4.6	1.9	0	6.0
Outreach/Referral	5.1	1.7	4.1	3.5	4.0	6.6	7.1	4.0	0	9.8
Other	3.1	1.9	1.8	1.3	6.0	4.9	4.1	1.5	.2	6.1

¹ Sponsors: American Association of Retired Persons, Asociacion Nacional pro Personas Mayores, Green Thumb, National Center on Black Aged, National Council on Aging, National Council of Senior Citizens, National Urban League, Forest Service, and the States.

Source: Department of Labor, Quarterly Progress Reports, National Summary of All Sponsors.

levels of detail are used in the following tables. The categorization considered the frequency of responses and the nature of the job (level of skill required, nature of activity, physical strength required, work environment).

Table 8-2 shows the full range of in-program jobs held by SCSEP enrollees. The major occupational functions performed by program participants are of a general clerical (24.2%), maintenance (18.4%), or aide (20.3%) nature, as the percentages clearly indicate. Other categories illustrate the service perspective of the program; for example, 7.5 percent related to food services for nutritional programs, and housekeeper or companion/babysitting jobs were also mentioned quite frequently (3.3% and 3.8%, respectively). Few in-program opportunities are provided for highly skilled or professional jobs. In all, skilled blue collar workers make up only 1.5 percent of the in-program jobholders and professional and managerial jobs constitute another 4.5 percent.

Tables 8-3 and 8-4 combine the detailed individual job categories listed in Table 8-2 into basic classifications of professional/ managerial, white collar, blue collar, and service occupations. Variations were analyzed related to the sex and age of applicants as well as to their labor force status prior to enrollment and the reason for their application to the program (motivated by monetary versus non-monetary considerations).

It should be noted that the bulk of the occupations fall into the general collar or service categories. This pattern is consistent with the community or social service aspect of the SCSEP program. Only slightly more than 15 percent of the jobs could be classified as professional/managerial or blue collar.

In analyzing job classifications within the SCSEP program by sex, traditional societal patterns emerge. Over 60 percent of the females hold white collar jobs, primarily clerical or aide positions, and more than one-quarter of the males hold the relatively uncommon blue collar jobs. The most straightforward age-related pattern that might be noted is the decreasing likelihood of employment in a professional or managerial job by age (from 6.1% for the youngest group to 2.9% for the over 65 group). It is also notable that the proportion in blue collar jobs is the lowest in the 55-59 years of age group, despite the typically relatively significant physical strength requirements of such occupations.

Consideration of an enrollee's prior labor force status, outlined in Table 8-4, provides little additional variation in the in-program jobs. Those motivated by job or income reasons for enrolling in the program tended to secure white collar jobs. Those interested in the program for primarily non-monetary reasons were more often found in service jobs, where their "social" goals are more likely to be fulfilled.

Table 8-5 provides information on the typical average number of hours worked per week in the program reported by the telephone survey respondents. SCSEP provides part-time jobs to enrollees. Indeed, the vast majority of enrollees reported weekly hours around 20 hours. The

Table 8-2. Percent Distribution of In-Program Jobs of New SCSEP Enrollees During PY 1983-84

Job Category	Percent
<u>Total</u>	100.0%
Professional or Manager	4.5
Sales	1.0
General Clerical	24.2
Skilled Clerical	6.7
Skilled Precision or Construction Worker	1.5
Machine or Vehicle Operator	3.8
Laborer	3.0
Maintenance	18.4
Babysitter or Companion	3.8
Housekeeper	3.3
Food Service	7.5
Aides	20.3
of which:	
Recreation Aide	.5
Health Aide	2.9
Social Service Aide	14.4
Miscellaneous Aide	2.5
Other	2.0

Source: Westat Telephone Survey conducted during March 1986 of a sample of PY 1983-84 new enrollees.

Table 8-3. Percent Distribution of In-Program Jobs of New SCSEP Enrollees by Sex and Age

Job Classifications	Sex		Age			Total
	Male	Female	55-59	60-64	65 and over	
<u>Total</u>	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Professional/Managerial	5.6	4.1	6.1	3.9	2.9	4.6
Other White Collar	24.1	60.6	48.3	50.0	44.7	47.8
Blue Collar	26.8	3.6	9.2	14.5	13.3	11.8
Service	43.4	31.6	36.4	31.6	39.2	35.8

Source: Westat Telephone Survey conducted during March 1986 of a sample of PY 1983-84 new enrollees.

Table 8-4. Percent Distribution of In-Program Jobs of New SCSEP Enrollees by Labor Force Status and Reason for Application

	Predominant Labor Force Status			Reason for Application		Total
	Employed	Unemployed	Not in Labor Force	Monetary	Non-Monetary	
<u>Total</u>	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Professional/Managerial	1.6	5.3	3.1	4.8	4.3	4.6
Other White Collar	47.1	48.8	48.9	50.9	40.4	47.8
Blue Collar	13.1	13.9	8.3	11.6	12.3	11.8
Service	38.2	32.0	39.7	32.8	43.1	35.8

Source: Westat Telephone Survey conducted during March 1986 of a sample of PY 1983-84 new enrollees.

Table 8-5. Average Hours Worked in In-Program Jobs by New SCSEP Enrollees during PY 1983-84

	Hours Worked Per Week in Program	
	Average	Standard Deviation
<u>Total</u>	21.5	5.15
<u>Sex</u>		
Male	22.0	6.53
Female	21.2	4.49
<u>Age</u>		
55-59 years	21.6	5.09
60-64 years	20.9	4.64
65 years and over	21.9	5.62
<u>Predominant Labor Force Status Prior to Enrollment</u>		
Employed	21.9	6.41
Unemployed	21.3	4.44
Not in the Labor Force	21.3	5.03
<u>Reason for Application</u>		
Monetary	21.4	4.86
Non-Monetary	21.6	5.79

Source: Westat Telephone Survey conducted during March 1986 of a sample of PY 1983-84 new enrollees.

overall average reported was 21.5 hours, with a standard deviation of only 5.15 hours. No statistically significant variation was found in the number of hours worked per week by sex, age, prior labor force status, and reason for application.¹ The lack of an association between age and hours per week is particularly notable. The information presented in Table 8-5 shows that the SCSEP program provides a rather standard package to enrollees in terms of the number of hours they are allowed to work.

The analysis of jobs and number of work hours available to participants in the SCSEP program reflects a fairly consistent focus, that of providing part-time community service-oriented work to enrollees. Slight variations may be found by sponsor emphasis or participant characteristics, especially sex, but the data generally underscore the programmatic focus.

8.2 Satisfaction with the Program

An important part of the telephone survey was a series of questions concerning the satisfaction of respondents with their SCSEP program experiences. Questions were asked concerning the satisfaction of enrollees with various aspects of SCSEP. A separate question was also asked concerning the overall satisfaction of respondents with the program.

8.2.1 Methodological Comments

Before discussing the specific results, two general points are worth noting. First, some aspects of the program are relevant to all enrollees, while others are not. Questions concerning satisfaction with project jobs, hours, amount paid, job supervisors and co-workers apply virtually to all persons who were in the SCSEP program. However, questions concerning satisfaction with other features of the SCSEP program, like training opportunities, counseling about how to find a job, or project help to get a job afterwards, may not be meaningful to respondents who are not interested in such project services. Therefore, although each respondent was asked about their satisfaction with all of the various aspects of the program, if a respondent did not give a "satisfied" or "unsatisfied" response after repeated probing, the interviewer recorded a "not applicable/no opinion" response. The purpose of this procedure was to reduce the possibility of recording essentially meaningless "satisfied" or "unsatisfied" responses. It is to be noted, however, that in situations when the respondent volunteered that, for example, the project did not offer training opportunities, the interviewer probed for the respondent's satisfaction with that feature of the program. This instruction was given to the interviewer because the focus of the questions was not whether a given project offered, for example, training, but the degree of respondent satisfaction with the

¹While some minor subgroup differences in estimated subgroup averages are present in Table 8-5, these can be explained by random variation in the data. Statistical tests (t-tests) show that none of the subgroup differences are significantly different from zero at the .05 level.

training offered by the project, with "no-training" being a special case of project training opportunities.

Second, some of the interview subjects were still in the program at the time of the interview, and others had terminated from SCSEP. This implies a certain heterogeneity of responses reported in the survey. Those who had terminated from the program reflected on a completed spell of program experiences including not only such in-program experiences as jobs, pay, co-workers, etc., but also their experience with termination from the SCSEP program. For these respondents, the experiences they reported on were part of their past, rather than their present situation.

Those respondents who were still in the program, in contrast, reported on an ongoing piece of their life experiences. Because they were still in the program at the time of the interviews these experiences are limited to ongoing in-program activities, and do not typically involve experiences with separation from the program.¹

These comments indicate important differences between the actual experiences of those who were still in the program at the time of the telephone interviews, and those who were not. It is to be noted, however, that reported satisfaction potentially could have been also affected by the respondents' beliefs concerning the effect of responses on their in-program job situation. This potential problem was reduced by the fact that the telephone survey was conducted by an independent contractor, Westat, Inc. The interviewers explained to the respondents that the responses were to be used for statistical purposes only, and the anonymity of individual responses would be assured. In addition, the interviewers were specifically trained to ask the questions concerning satisfaction in a neutral manner. Despite all of these precautions, it is still possible that some respondents gave a somewhat optimistic assessment of their satisfaction with the program. Therefore, the possibility exists for some upward bias in the average degree of reported satisfaction with the program. This possibility is present in all surveys of this kind, and implies that analyses of the pattern of relative levels of satisfaction (e.g., relative degree of satisfaction of various subgroups, relative satisfaction with various aspects of the program) are more meaningful than the absolute measured levels of satisfaction. This introductory caveat concerning the interpretation of absolute levels of satisfaction with the program is further warranted by the observation that the measurement of levels of satisfaction is clearly much less straightforward than the classification of objective properties such as sex, age, educational attainment, or the measurement of continuous variables like weeks employed and wages.

¹A small fraction of respondents were reenrollees. However, the vast majority of nonterminee respondents were still in the program as part of their first spell of SCSEP enrollment.

8.2.2 Overview of Satisfaction of Enrollees

Table 8-6 summarizes the reported satisfaction of enrollees with the program. The table provides the distribution of responses between the "satisfied", "unsatisfied", and "not applicable/no opinion" categories. Data concerning this third category is necessary for an appropriate interpretation of the findings. In addition, the last column of the table provides the proportion of those who reported satisfaction as a percent of those expressing an opinion.¹

The majority of respondents reported to have been satisfied with various aspects of their SCSEP work experience. However, notable differences exist among various aspects of this experience. The highest level of satisfaction (94.2 percent of respondents) was reported with co-workers, clearly a social aspect of the program. A somewhat lower, but still very high, proportion of respondents (90.1 percent) reported satisfaction with their job supervisor. The level of satisfaction with two economic aspects of their in-program jobs, the number of hours worked and the amount of pay, was substantially lower (74.6 percent and 66.7 percent, respectively). A quarter of respondents reported dissatisfaction with the number of hours, almost a third with the pay. Interviewers also noted that some respondents indicated that they were "satisfied" with the pay and hours because they realized the constraints of the program. However, respondents repeatedly voiced the desire for higher pay, more hours, or both.

The reported level of satisfaction with the project job (92.1 percent satisfied) appears to reflect the net effect of these more specific noneconomic and economic aspects of the program. It is also to be noted that the vast majority of respondents was able to identify either a satisfied or unsatisfied assessment of these dimensions of the program.

Three additional questions probed for satisfaction with training opportunities, job-counseling, and project help to get job afterwards. The most notable feature of responses to these questions is the rather high proportion of respondents who declined to identify either satisfaction or dissatisfaction with these aspects of the program. The reason for this is that most applicants enrolled in SCSEP not as a tool of obtaining job training and placement assistance, but because they wanted a part-time job. The age-related reasons for this were discussed in previous chapters of this report.

The proportion of respondents who expressed satisfaction with these three aspects of the program is lower than the proportion who expressed satisfaction with various aspects of in-program jobs. These proportions range from a high of 71.1 percent reported satisfied with training opportunities to a low of 54.9 percent reported satisfaction with project help to obtain an unsubsidized job. However, once the "not applicable/no opinion" category is excluded, the difference in percent satisfied between the two groups of questions is essentially eliminated. In fact,

¹Excluding the "not applicable/no opinion" group from the denominator in computing percent satisfied.

Table 8-6. Satisfaction With SCSEP Program by New Enrollees during PY 1983-84

	Satisfied	Unsatisfied	Not Applicable/ No opinion	Total	Percent Satisfied Who Expressed Opinion of Program ¹
<u>Aspects of SCSEP Program</u>					
Project Job	92.1	6.8	1.1	100.0%	93.1
Number of Hours Worked	74.6	25.0	.4	100.0%	74.9
Amount Paid in Project Job	66.7	32.2	1.0	100.0%	67.4
Job Supervisor	90.1	8.0	1.8	100.0%	91.8
Co-Workers	94.2	3.4	2.4	100.0%	96.5
Training Opportunities	71.1	5.6	23.3	100.0%	92.7
Counseling About How to Find a Job	67.5	7.9	24.6	100.0%	89.6
Project Help to Get Job Afterwards	54.9	11.8	33.3	100.0%	82.3
Overall Satisfaction	93.6	5.5	1.0	100.0%	94.5

¹ Reflects those who expressed an opinion (satisfied or unsatisfied) and excludes those who responded not applicable or no opinion.

Source: Westat Telephone Survey conducted during March 1986 of a sample of PY 1983-84 new enrollees.

the last column of Table 8-6 reporting on the percent satisfied using the number who expressed an opinion as a base, shows that the degree of dissatisfaction among those who expressed an opinion was highest not with training and placement related activities, but rather with pay and hours worked.

The last line of the table reports overall satisfaction with the program. As can be seen, a higher proportion reported overall satisfaction with SCSEP than with all but one of the specific aspects of the program.¹

8.2.3 Satisfaction of Enrollees by Subgroup

The following tables contain information on the reported satisfaction with SCSEP for various subgroups of enrollees. These tables contain only the proportion satisfied as a percent of those expressing an opinion. Comments will be made on the proportion who have given a "not applicable/no opinion" response in cases when this is relevant to the interpretation of the findings.

Table 8-7, detailing satisfaction levels by sex, shows that males and females expressed roughly equal degrees of satisfaction with SCSEP. The greatest percentage difference, about 10 percent, occurred in the question of salary for the project job. Women were less likely to be satisfied with the amount they were paid. This may reflect many female participants' need to be economically self-sufficient in a one-person household. Men were less likely to respond to the question about satisfaction with training opportunities (31.4% compared to 18.8%), perhaps pointing to their lack of interest in training after a lifetime of participation in the labor force.

Generally, the study of enrollee satisfaction by age demonstrates a pattern of increasing satisfaction with age. Table 8-8 is particularly useful to underscore two major age-related areas of concern. An earlier discussion highlighted participants' primary concern with hours and pay, two perhaps related elements within a highly positive general assessment of the program. Table 8-8 clearly reveals a relatively low degree of satisfaction with these facets among the youngest group of enrollees. Only 58.5 percent of participants in the 55-59 age range were satisfied with the number of hours worked and only 57.8 percent were satisfied with the salary paid. These assessments progressively improve for the 60-64 year group and then for the 65 years and over group.

As might be expected, those in the older age group found the aspects of counseling or help to find an unsubsidized job not applicable relatively frequently (approximately 30-40% of the responses, which is about 10% higher than for the corresponding proportions for the 55-59 year old group). The proportion who expressed no opinion concerning "project help to get a job afterwards" increases from 29 percent to 39 percent from the 55-59 years of age to the 65 and over group. Therefore, the results presented in Table 8-8 excluding these respondents do not imply that the

¹The one exception to this statement involves satisfaction with co-workers.

Table 8-7. Percent of New SCSEP Enrollees Satisfied¹ With Program by Sex

Aspects of Program	Male	Female	Total
Project Job	92.1	93.6	93.1
Number of Hours Worked	72.5	76.2	74.9
Amount Paid in Project Job	73.8	63.9	67.4
Job Supervisor	92.6	91.4	91.8
Co-Workers	95.0	97.4	96.5
Training Opportunities	93.8	92.2	92.7
Counseling to Find Job	89.8	89.4	89.6
Project Help to Get Job	82.4	82.2	82.3
Overall Satisfaction	95.9	93.7	94.5

¹ Expressed as percent of those who expressed an opinion (satisfied or unsatisfied). Denominator excludes those whose response was classified as no opinion/not applicable.

Source: Westat Telephone Survey conducted during March 1986 of a sample of PY 1983-84 new enrollees.

Table 8-8. Percent of New SCSEP Enrollees Satisfied¹ With Program by Age Group

Aspects of Program	55-59	60-64	65 and over	Total
Project Job	91.1	93.1	96.6	93.1
Number of Hours Worked	58.5	84.2	92.3	74.9
Amount Paid in Project Job	57.8	70.7	80.2	67.4
Job Supervisor	93.0	89.9	91.9	91.8
Co-Workers	96.1	95.8	98.2	96.5
Training Opportunities	90.0	95.8	93.9	92.7
Counseling to Find Job	86.9	91.9	92.0	89.6
Project Help to Get Job	79.2	85.5	84.5	82.3
Overall Satisfaction	93.0	94.6	96.8	94.5

¹Expressed as percent of those who expressed an opinion (satisfied or unsatisfied). Denominator excludes those whose response was classified as no opinion/not applicable.

Source: Westat Telephone Survey conducted during March 1986 of a sample of PY 1983-84 new enrollees.

program is more helpful to older participants in finding another job.

Table 8-9 considers the labor force status of the enrollee in the year prior to admission to the program. Those who were predominantly not in the labor force prior to entry tended to be somewhat more satisfied overall and with the various aspects of the program (except with their job supervisor) than those who were predominantly employed or unemployed. Comparing these two groups, it is notable that those who were predominantly unemployed were substantially less satisfied with the number of hours worked and slightly less with the amount paid in the project job than members of the predominantly employed group. This appears to reflect the employer-of-last-resort nature of SCSEP for the long-term unemployed, and the role of SCSEP in providing a gradual transition to full-time retirement for others who were employed in full time jobs prior to entry.

A higher proportion of the predominantly employed expressed an opinion concerning training opportunities than in the other two groups. In contrast, the predominantly unemployed were the most likely to express an opinion concerning job counseling and project help to find another job, reflecting the particular importance of finding a job for this group.

Table 8-10 differentiates between those who were primarily motivated to participate in the SCSEP program for monetary reasons (job, income) and those interested in non-monetary aspects (social, helping others). On all aspects, with the exception of a minimal difference in satisfaction with the program job, those motivated by non-monetary reasons were more likely to be satisfied. As might be anticipated, the greatest differences in satisfaction level between monetary and non-monetary motivated applicants appeared in the areas of hours (71.1% vs. 83.8%) and amount paid in job (64.7% vs. 74.0%). The socially motivated applicants found the training, counseling, and help in getting another job features less applicable than those with monetary reasons.

Table 8-11 looks at satisfaction levels among the various job categories. In-program jobs were classified as either white collar, blue collar, or service occupations. Blue collar workers had the highest overall satisfaction level, 97.6 percent. In addition, they were the most satisfied of the three groups on all the individual aspects of the program. Differences were particularly notable on the pay and hours issues. (It should be noted that the blue collar group constitutes a small minority of the program workers -- about 12%). This group was also less likely to have an opinion on or find applicable the training, counseling, and job assistance features. People in the service occupations had the lowest level of satisfaction among the job groupings on the aspect of project help to get an unsubsidized job.

Table 8-12 presents the variations in program satisfaction by termination status. Respondents were grouped into three categories, those still in the program, those who terminated because of a job, and other terminees. As might be anticipated, those still in the program exhibit the highest overall satisfaction (96.5%) and generally the highest level of satisfaction on specific aspects of the program. Those who terminated because of employment outside the program were substantially less likely

Table 8-9. Percent of New SCSEP Enrollees Satisfied¹ With Program by Labor Force Status in the Year Prior to Enrollment

Aspects of Program	Predominantly Employed	Predominantly Unemployed	Predominantly not in Labor Force	Total
Project Job	93.1	92.7	96.0	93.1
Number of Hours Worked	73.5	66.7	84.8	74.9
Amount Paid in Project Job	61.9	59.0	74.3	67.4
Job Supervisor	90.4	92.8	92.0	91.8
Co-Workers	96.7	95.3	97.1	96.5
Training Opportunities	92.3	92.4	94.0	92.7
Counseling to Find Job	88.6	88.1	91.0	89.6
Project Help to Get Job	78.1	79.9	83.6	82.3
Overall Satisfaction	94.3	95.2	96.7	94.5

¹ Expressed as percent of those who expressed an opinion (satisfied or unsatisfied). Denominator excludes those whose response was classified as no opinion/not applicable.

Source: Westat Telephone Survey conducted during March 1986 of a sample of PY 1983-84 new enrollees.

Table 8-10. Percent of New SCSEP Enrollees Satisfied¹ With Program by Reason for Participation.

Aspects of Program	Monetary Reasons	Non-Monetary Reasons	Total
Project Job	93.2	92.8	93.1
Number of Hours Worked	71.1	83.8	74.9
Amount Paid in Project Job	64.7	74.0	67.4
Job Supervisor	90.7	94.4	91.8
Co-Workers	95.4	99.3	96.5
Training Opportunities	92.2	93.9	92.7
Counseling to Find Job	88.3	92.9	89.6
Project Help to Get Job	81.5	84.1	82.3
Overall Satisfaction	94.3	94.9	94.5

¹Expressed as percent of those who expressed an opinion (satisfied or unsatisfied). Denominator excludes those whose response was classified as no opinion/not applicable.

Source: Westat Telephone Survey conducted during March 1986 of a sample of PY 1983-84 new enrollees.

Table 8-12. Percent of New SCSEP Enrollees Satisfied¹ With Program by Termination Status

Aspects of Program	Still in Program	Terminated and Placed in Job	Other Terminees	Total
Project Job	98.7	86.5	91.4	93.1
Number of Hours Worked	81.9	56.7	78.8	74.9
Amount Paid in Project Job	70.7	62.4	67.2	67.4
Job Supervisor	96.6	88.3	88.8	91.8
Co-Workers	98.2	95.2	95.6	96.5
Training Opportunities	93.4	89.2	94.4	92.7
Counseling to Find Job	90.6	89.5	88.4	89.6
Project Help to Get Job	90.3	83.5	72.0	82.3
Overall Satisfaction	96.5	94.6	92.2	94.5

¹Expressed as percent of those who expressed an opinion (satisfied or unsatisfied). Denominator excludes those whose response was classified as no opinion/not applicable.

Source: Westat Telephone Survey conducted during March 1986 of a sample of PY 1983-84 new enrollees.

Table 8-11. Percent of New SCSEP Enrollees Satisfied¹ With Program by In-Project Job

Aspects of Program	White Collar	Blue Collar	Service	Total
Project Job	94.9	95.1	90.0	93.1
Number of Hours Worked	73.6	89.1	73.8	74.9
Amount Paid in Project Job	64.7	75.6	69.0	67.4
Job Supervisor	92.4	95.1	89.4	91.8
Co-Workers	96.0	100.0	95.8	96.5
Training Opportunities	91.5	98.6	93.1	92.7
Counseling to Find Job	88.8	96.2	90.7	89.6
Project Help to Get Job	83.7	95.9	77.7	82.3
Overall Satisfaction	94.5	97.6	94.2	94.5

¹ Expressed as percent of those who expressed an opinion (satisfied or unsatisfied). Denominator excludes those whose response was classified as no opinion/not applicable.

Source: Westat Telephone Survey conducted during March 1986 of a sample of PY 1983-84 new enrollees.

to be satisfied with the project job (86.5%), number of hours worked (56.7%), and salary (62.4%) than other terminees. Noteworthy for the "other terminees" group was the relatively low level of satisfaction with project help to get another job (72%). In fact, when those with the no opinion or not applicable response are considered, only 44.2 percent of the other terminees were satisfied (with 17.2% unsatisfied and 38.6% not expressing an opinion).

Nonplaced terminees were the least likely to express an opinion about training opportunities, job counseling, and project help to get another job. Placed terminees were the most likely to express an opinion about project help to get another job. The proportion of all placed terminees who were satisfied with this aspect of the program is higher (62%) when compared to nonterminees (60%), and nonplaced terminees (44%).

Reported satisfaction with the SCSEP program and many of its features is high. Some differences related to sex, age, prior labor force status, current program status, motivation for application, and in-program job assignment can be seen. Program aspects producing the lowest levels of satisfaction involve hours and pay, which are basic components of this part-time service-oriented program.

9.0 LENGTH OF PROGRAM STAY, TERMINATION AND PLACEMENT OUTCOMES, AND POSTPROGRAM EXPERIENCES

9.1 Introduction

This chapter presents detailed data concerning length of program stay, termination and placement outcomes, and the current experiences of SCSEP enrollees.

The SCSEP program has several legislatively mandated goals (see discussion in Chapter 3). These relate to the provision of part-time jobs to unemployed elderly and to services provided by program enrollees. Placement into unsubsidized jobs is but one of the program goals. This goal received prominence only during recent years. Because of the multiple goals of the SCSEP program, the program cannot be exclusively evaluated on the basis of placement outcomes. However, it is of interest to analyze the extent to which SCSEP programs succeed in placing participants, and various subgroups of participants in unsubsidized jobs.

An important goal of SCSEP is to provide subsidized part-time jobs to elderly Americans, so it is also of interest to analyze length of program stay for various subgroups of SCSEP enrollees and how this relates to the probability of unsubsidized placement. The analysis of length of stay data is particularly important, since no length of stay data are available through the regular national SCSEP reporting system (Quarterly Progress Reports).

The placement record of the SCSEP program is analyzed on the basis of two complementary perspectives. First, aggregate placement rates (expressed as a proportion of unsubsidized placements to program slots) are analyzed on the basis of Quarterly Progress Report data. Such placement rates can be expressed as a function of the proportion of terminations relative to slots and the proportion of terminees who were placed. This can be expressed as follows:

$$\frac{\text{PLACEMENTS}}{\text{SLOTS}} = \frac{\text{TERMINATIONS}}{\text{SLOTS}} * \frac{\text{PLACEMENTS}}{\text{TERMINATIONS}}$$

The first of these terms is a measure of turnover in the program, and essentially a function of length of stay.¹ For example, in a hypothetical program where everybody stays in the program for two years, the rate of terminations relative to slots would be around 50 percent.

¹This is true in a "steady-flow" system. For projects that grow or decline significantly, the rate of terminations relative to placements is also influenced by the rate of growth or decline. For example, new projects are expected to have lower termination rates than older projects even if enrollees stay in the program for the same period of time, simply because there are no carryovers likely to be terminated during the early parts of the year. Assuming a steady-flow of enrollments and terminations, the mean length of stay can be estimated from QPR data as follows: ESTIMATED MEAN LENGTH OF STAY = SLOTS/TERMINATIONS. This is the inverse of the TERMINATION/SLOTS turnover measure in the previous expression.

In contrast, in another hypothetical program where everybody stays enrolled just for six months, two enrollees would use a given slot in each year, and the rate of terminations relative to slots would be 200 percent. Note that this second hypothetical program would register a four times higher placement rate relative to slots than the first program if the two programs were equally successful in placing terminees in jobs.

The second term expresses the proportion of terminees who are placed in unsubsidized jobs. Note that this is the definition of placement rates that is utilized in some other programs, like CETA and JTPA. These placement rates are defined in a manner independent of length of stay.

The placements/slots ratio reflects both of these factors. This suggests that a high placements/slots ratio can be achieved through the combination of two complementary strategies: reducing average length of stay, and increasing the percent of terminees who are placed. The analysis of QPR data permits the investigation of the relationship between these two components of the ratio of placements relative to slots.

The QPR placement data reflect the experiences of SCSEP enrollees who entered the program through a period of years. Some of the enrollees who have been terminated during PY 1983-84 may have enrolled, for example, during PY 1980-81 or earlier, while others just entered during PY 1983-84 and left relatively shortly after entry into the program. Therefore, the analysis of QPR placement rates reflects management decisions over a number of years, not just PY 1983-84. For example, decisions on the mix of enrollees and terminations during PY 1982-83, PY 1981-82, and so on, do influence the mix of carryovers to PY 1983-84 by age, sex, health status, length of program stay, and other variables that affect the probability of placement during PY 1983-84. In this sense, QPR placement rates reflect a heterogeneous group of terminees strongly influenced both by the past and the present of the program.

A complementary perspective can be provided by following a cohort of new enrollees who entered during PY 1983-84, and to assess the termination and placement status of this group one month, two months, etc. after termination. This type of cohort analysis is very helpful in investigating the distribution of enrollees by length of program stay, and analyzing the termination and placement experience of a group of enrollees homogeneously defined by period of entry. In addition, data concerning the program stay and termination experience of PY 1983-84 new enrollees reflect more recent management decisions than analyses that include carryovers from earlier years.

This type of cohort analysis is feasible on the basis of the intake/termination records, and the telephone survey data. In addition, the intake/termination records data file provides individual level (micro) data. Micro data provide more flexibility for conducting subgroup analyses than aggregate data, and also have some desirable properties for purposes of causal analysis. Specifically, multivariate models using micro data are unaffected by the potential problems associated with aggregation bias, often present when grouped (project level) data are utilized in statistical inference.

Finally, this chapter presents data on the current labor force status and perceived functional health status of PY 1983-84 SCSEP enrollees.

9.2 Analysis of Project Placement Rates on the Basis of Quarterly Progress Report Data

This section discusses project placement rates on the basis of Quarterly Progress Report data. The first subsection which follows provides placement rates for the program nationwide, for each national sponsor, and for the State sponsors as a group. The subsection to follow presents the results of multiple regression analyses of variables which might lead to differences among the placement rates of the sponsors and the local projects.

9.2.1 SCSEP Project Placement Rates

Table 9-1 provides information on the level of placements and terminations during PY 1983-84 by program sponsor. The last column contains the placement rates customarily used in analyses of SCSEP data expressed as a percent of slots. The second and third columns describe terminations as a percent of slots, and placements as a percent of terminations, the two components of the placements/slots program outcome variables. Finally, using the assumption of a steady-flow system, the first column provides estimates of the mean length of stay by program sponsor.

As data provided in Table 9-1 show, the proportion of terminees relative to slots was 52 percent nationally during PY 1983-84. The project sponsor data presented in Table 9-1 display substantial variation from the high of 86 percent (AARP) to the low of the Forest Service (38%). In effect, these data suggest substantial differences in the mean length of stay by sponsor from a high in Forest Service projects (2.7 years) to a low in AARP projects (1.2 years). The estimated mean length of stay is almost two years (1.9 years) for the SCSEP program as a whole.

Nationally, 39 percent of terminees were placed during PY 1983-84. Data by sponsor for this statistic vary from a high of 50 percent (AARP) to a low of 27 percent (ANPPM). The range of variation in this statistic is somewhat lower than in the terminations/slots ratio.

The rank of sponsors by these two measures is related, but the association is not perfect. The three top organizations are identical on the two lists (AARP, NCOA, NUL). ANPPM and the State programs appear at or close to the bottom of the list by both variables, while NCBA appears in the middle range by both measures. However, the Forest Service, Green Thumb, and NCSC appear to have different ranks by the two measures. The Forest Service and Green Thumb are at the bottom of the rank by the terminations/slots measure, while in the middle range by placements/terminations. NCSC appears in the middle by the terminations/slots ratio, while it is close to the bottom by the percent of terminees placed.

Both of these measures are reflected in the rank of sponsors by the placements/slots variable. AARP, NCOA and NUL consistently occupy the three top positions, with placements/slots rates substantially higher

Table 9-1. Estimated Mean Length of Stay, and the Level of Placements and Terminations by SCSEP Sponsor for PY 1983-84

Sponsor	Estimated Mean Length of Stay (Years) ¹	Terminations as a Percent of Slots	Placements as a Percent of Terminations	Placements as a Percent of Slots
American Association of Retired Persons	1.2	85.9	49.8	42.8
Asociacion Nacional pro Personas Mayores	2.3	42.9	26.6	11.7
Green Thumb	2.4	42.5	37.0	15.7
National Center on Black Aged	2.2	45.6	35.3	16.1
National Council on Aging	1.6	61.3	42.8	26.2
National Council of Senior Citizens	2.0	49.5	30.2	14.9
National Urban League	1.6	63.1	41.0	25.8
Forest Service	2.7	37.6	36.7	13.8
State	2.2	45.2	33.1	15.0
U.S. Total	1.9	52.0	38.6	20.1

¹ Assuming steady flow of enrollments and terminations derived by dividing number of slots by number of terminations during PY 1983-84.

Source: Department of Labor, Quarterly Progress Reports, National Summary of All Sponsors

than the national average of 20 percent. All of the other sponsors display less than average placements/slots ratios, with ANPPM occupying the last position with an overall placements/slots rate of 12 percent.

9.2.2 Multiple Regression Analysis of Factors Affecting Placement Rates

The data presented in Table 9-1 contain raw termination and placement rates in the sense that they do not adjust for differences in client mix and local conditions. However, it would be useful to know, for example, how much of these sponsor differences are attributable to differences in local economic conditions, client mix, or to management differences unrelated to local economic conditions or client selection decisions. The analysis of these various groups of variables affecting placements can be accomplished through multiple regression analysis.

A limited amount of analysis utilizing client mix and programmatic variables can be accomplished on the basis of QPR data. Multiple regression models relating placements/slots rates to client mix and programmatic variables are presented in Appendix D, Table D-1.

The data show that project placement rates are positively and significantly associated with the proportion of current enrollees with post-college education, and tend to be negatively associated with the proportion of older enrollees. For example, a one percent increase in the proportion of 65-69 years old enrollees is associated with a .72 percent decrease in project placement rates. The negative coefficient describing the relationship between placement rates and percent male, and the positive relationship of percent veteran and placement rates are related, since veterans are composed primarily of males. None of the other variables show significant associations with the dependent variable.

These data suggest that projects that tend to have younger and highly educated enrollees tend to have higher placement rates than other projects. Some, but not all, of this relationship may be attributable to the better employability of younger, better educated SCSEP enrollees. However, it is also likely that projects that tend to enroll younger and better educated people also are likely to display management practices beyond client selection conducive to higher placement rates. This hypothesis is supported by the fact that the introduction of management related variables reduces the estimated association between placement rates and client mix by education and age related variables. For example, the introduction of sponsor variables in Table D-1 (Model 2) reduced the magnitude of both age and education related significant coefficients, although it did not eliminate these associations entirely.

Table D-1 also shows that AARP and NCOA display significantly higher placement rates than State sponsored programs even after controlling for a series of socioeconomic background variables. Gross (unadjusted) placement rate differences between AARP and State programs is 27.8 percent (Table 9-1). Even after controlling for client mix, an estimate .24.2 percent difference remains. The comparison between NCOA and State programs shows that adjusted differences (15.6%) are even somewhat higher than gross differences (11.2%) suggesting that client mix does not explain the relatively high placement rate of NCOA programs.

The estimated regression-adjusted differences between State programs and the other national programs are much smaller, and none of them are statistically significant.

Model 3 of Table D-1 demonstrates that a key variable explaining project differences in the placements/slots variable is the rate of terminations relative to slots. As it was explained earlier, projects that tend to have higher termination rates tend to have lower length of stay than other projects. Therefore, placements/slots rates are expected to be higher for such projects. This finding suggests the overwhelming importance of length of stay related policies in influencing project placement rates.

Model 4 of Table D-1 shows that a substantial portion of the AARP and NCOA lead is attributable to the relatively high rate of terminations from these programs implying relatively low average length of stay in these two programs. The AARP lead over State programs in placement rates is reduced to 10.7 percent once project differences in termination rates and client mix are controlled for. The NCOA lead over State programs is reduced to 6.5 percent. Note, however, that differences in termination rates do not explain all of the AARP and NCOA lead: the AARP and NCOA coefficients are statistically significant even after controlling for termination rates.

In summary, the QPR analysis shows that client mix does not explain all differences between the placement rate of various sponsors. Such differences are related to sponsor differences in termination rates in a major way. Projects with lower average lengths of stay tend to have higher placement rates than projects that keep enrollees longer in the program. However, sponsor differences do remain even after controlling for this important factor.

9.3 Length of Stay, Termination and Placement Experience of New Enrollees

This section presents data describing the length of stay and termination experience of the PY 1983-84 cohort of new enrollees. Most of this data is based on the intake/termination records data base, although some supplementary information was obtained from the telephone survey.

9.3.1 Length of Stay and Termination Status

Table 9-2 provides information on the termination status of new enrollees one through 12 months after entry, and 18 months after entry for the subset of new enrollees for whom a sufficiently long postentry period could be observed at the time of the review of intake/termination records. This table provides a series of "snapshots" of new enrollees at one, two, etc. months after their entry. At each of these points enrollees were classified as:

- being still in the program (nonterminees);
- placed;
- terminated for health reasons; and
- terminated for other reasons.

The data show that a small fraction of new enrollees leave the program soon after entry, but almost half (48.9%) are still in the program one year after entry, and 40 percent of new enrollees are still in the program one and a half years (18 months) after entry. Additional data that was available for a small subset of new PY 1983-84 enrollees indicates that about 35 percent of enrollees are still in the program two years after entry. These data show that the probability of termination from the program tends to decrease with length of stay. Thirty-six percent of new enrollees left the program during the first six months after entry. Only an additional 15 percent left the program during the second half of the first preentry year, and only an additional nine percent left SCSEP between month 12 and month 18.

The proportion of enrollees who were placed increases to about a quarter of all enrollees by one year after entry, but increases only modestly to 28 percent by 18 months after entry, and to approximately 32 percent by two years after entry. The proportion of enrollees who terminated for health reasons continuously increases. It reaches seven percent by one year, and 10 percent by 18 months after entry. The proportion of enrollees who terminated for other reasons fluctuates somewhat, but tends to increase. It reaches 18 percent of enrollees by one year after entry, and 22 percent by 18 months after entry.

It is useful to compare the employment experience of SCSEP participants after program enrollment to nonparticipant eligibles during a comparable period of time. Such an analysis was conducted on the basis of Current Population Survey data. Because many SCSEP eligibles are either employed in relatively stable jobs, or not in the labor force, and do not wish to return to the labor force, it was important to consider the labor force status of eligibles in defining a subset of eligibles useful as a basis for comparison. As the data in Chapter 7 suggest, the socioeconomic characteristics of SCSEP participants are closest to that subgroup of eligibles who were unemployed. Therefore, data on unemployed eligibles appear to be the most appropriate for benchmarking the labor market

Table 9-2. Distribution of PY 1983-84 New Enrollees by Termination Status at Various Time Points After Entry (%)

Months After Entry	Termination status				Total
	Still in Program	Placed	Terminated for Health Reasons	Other Terminations	
1 month	92.1	4.1	.7	3.0	100.0
2 months	84.6	7.3	1.8	6.4	100.0
3 months	77.3	12.0	2.3	8.3	100.0
4 months	72.0	13.9	3.4	10.7	100.0
5 months	68.0	15.6	4.2	12.2	100.0
6 months	64.3	17.6	4.6	13.5	100.0
7 months	61.2	19.3	5.0	14.5	100.0
8 months	57.6	21.5	5.3	15.7	100.0
9 months	55.3	22.8	5.7	16.2	100.0
10 months	52.8	23.9	6.3	17.1	100.0
11 months	50.8	24.8	6.6	17.8	100.0
12 months	48.9	25.6	7.1	18.4	100.0
18 months	40.0	28.3	9.6	22.1	100.0

Source: Intake/termination records data base.

experience of SCSEP enrollees.¹

Although the experience of SCSEP eligibles who were unemployed during the March 1984 survey week does not necessarily represent the experience of SCSEP enrollees in the absence of the program, clearly this is the group most relevant for benchmarking purposes. The employment rate for this group was 37 percent one year after the March 1984 survey week. Thirty-five percent were unemployed one year later, and an additional 28 percent dropped out of the labor force.² This compares to an up to 75 percent employment rate of SCSEP enrollees one year after entry.³ However, the vast majority of SCSEP enrollees who were employed one year after entry were still in the program (49% of all enrollees, consisting of approximately two-thirds of those employed). The proportion placed in unsubsidized jobs (26% of enrollees) is lower than the employment rate of the unemployed SCSEP eligibles group one year later (37%). Therefore, the data suggest that the SCSEP program is successful in increasing the employment rate of SCSEP enrollees. However, the main vehicle of this is the provision of part-time subsidized in-program jobs, and not placement into unsubsidized jobs.

Table 9-3 illuminates the data presented in Table 9-2 from a somewhat different perspective: it presents the distribution of terminees by length of program stay. The data show that the proportion of terminees placed peaks in the 7-12 months length of stay group. Early terminees "placed" often find jobs on their own. Project placement assistance becomes more important for relatively longer stayers. However, the data suggest that enrollees who stay in the program for periods over one year tend to be more difficult-to-place than those who stay for one year or less. Consistent with this observation and common sense, the proportion terminated for health reasons systematically increases with length of stay.

Since many of the new PY 1983-84 enrollees were still in the program at the time of the record review, and as recently as the March 1986 telephone survey, it is not possible to compute the mean length of stay

¹Those eligibles who were employed tend to be less disadvantaged than the average SCSEP participant. The average SCSEP eligible who was not in the labor force, in contrast, tends to display a very low propensity to return to the labor force.

²This compares to the 77 percent of SCSEP eligibles employed during the March 1984 survey week who were employed one year after as well. Only two percent of eligibles who were not in the labor force during the March 1984 survey week were employed one year later. The vast majority -- almost 98 percent -- were not in the labor force one year later.

³This 75 percent figure involves the optimistic assumption that all of those who were placed retained their job for 12 months after entry. However, some of those who were placed earlier during the year are likely to become unemployed or leave the labor force. Therefore, the 75 percent estimate is an upper bound estimate of the proportion employed 12 months after entry.

Table 9-3. Distribution of PY 1983-84 New Enrollees by Termination Status
With 18 Months or Shorter Length of Stay (%)

Length of Stay	Termination status			Total Terminees
	Placed	Terminated for Health Reasons	Other Terminations	
0-6 months	49.3	12.9	37.8	100.0
7-12 months	51.9	16.2	31.8	100.0
13-18 months	30.3	28.1	41.6	100.0

Source: Intake/termination records data base.

for PY 1983-84 new enrollees: an unbiased estimate of this figure would be possible only if all (or close to all) enrollees had terminated from the program by the time the data were collected. The exclusion of nonterminees (whose exact length of stay is unknown) from computations of the average would bias it downward. However, it is possible to compute the median length of stay, another measure of central tendency. The median length of stay is defined as the length of stay for the "typical" entrant in the sense of half of the enrollees having lower, half of the enrollees having longer lengths of stay. This measure tends to be lower than the arithmetic average, and in many ways more descriptive of the population in question.¹

Table 9-4 presents median length of stay by sex and age group. The data show that the typical SCSEP entrant stays in the program for 11 months;² half of SCSEP enrollees stayed in the program for less than 11 months, half for more than 11 months. Females and older entrants are substantially more likely to stay longer than males and 55-59 year old entrants.

Table 9-5 shows termination status by sex at various points in time after entry. At each time point the proportion of females who are still in the program is higher, the proportion placed is lower when compared to males. Sex differences in the other termination status categories are more modest.

Table 9-6 provides information on termination status by length of stay for males and females separately. The most notable difference displayed by this table is that the proportion of males who were placed systematically declines with length of stay, while the proportion of females who were placed peaks for enrollees who were in the program for 7-12 months. Many of the male enrollees were unemployed at entry, and may have utilized the SCSEP program as an employer of last resort, but continued their job search after entry. The high proportion of "placed" enrollees among short-stayer males reflects the success of some of these males to find another job in the unsubsidized sector of the economy. Many female enrollees, in contrast, utilized SCSEP as a vehicle of labor force reentry. The peak in the probability of placement in the 7-12

¹Some very long stayers, for example, could substantially increase the average, while they do not affect the median.

²While the exact mean stay cannot be computed, a lower bound estimate (assuming that all enrollees who stayed in the program for two years leave the program at two years after entry) can be given. This unrealistically conservative estimate is 13 months. A more realistic estimate can be derived by assuming that the rate of terminations between the 12th and 24th month holds for the third and subsequent years. The result is 18 months, or 1.5 years, for mean length of stay for the PY 1983-84 entry cohort, which appears to be a more likely estimate. Note that the analysis of QPR data suggested an estimated 1.9 years for mean length of stay for PY 1983-84 terminees. Since this latter figure reflects the experience of earlier cohorts of entrants (when length of stay tended to be higher) as well as the early experience of the PY 1983-84 entry cohort, the two estimates appear to be consistent.

Table 9-4. Median Length of Stay of PY 1983-84 New Enrollees by Sex and Age

	<u>Median Length of Stay</u>
<u>Total</u>	11 months
Males	8 months
Females	14 months
55-59 years at entry	10 months
60-64 years at entry	11 months
65 and over at entry	15 months

Source: Intake/termination records data base.

Table 9-5. Percent Distribution of PY 1983-84 New Enrollees by Termination Status at Various Time Points After Entry, by Sex

Months After Entry	Termination status				Total
	Still in Program	Placed	Terminated for Health Reasons	Other Terminations	
	MALES				
1 month	89.8	5.7	.5	4.0	100.0
2 months	81.8	8.7	1.5	8.1	100.0
3 months	71.3	16.9	2.1	9.6	100.0
4 months	63.9	20.2	3.8	12.1	100.0
5 months	59.5	22.0	4.3	14.2	100.0
6 months	55.3	23.8	5.0	15.9	100.0
7 months	52.9	25.4	5.4	16.3	100.0
8 months	50.1	26.5	5.6	17.8	100.0
9 months	47.3	28.3	6.0	18.5	100.0
10 months	44.9	29.0	6.9	19.2	100.0
11 months	42.5	30.3	7.1	20.1	100.0
12 months	40.0	31.2	7.8	21.1	100.0
18 months	31.3	34.5	9.5	24.7	100.0
FEMALES					
1 month	93.5	3.2	.8	2.5	100.0
2 months	86.2	6.5	1.9	5.4	100.0
3 months	80.8	9.2	2.5	7.6	100.0
4 months	76.9	10.1	3.2	9.9	100.0
5 months	73.1	11.8	4.1	11.0	100.0
6 months	69.6	13.8	4.4	12.2	100.0
7 months	66.2	15.8	4.7	13.3	100.0
8 months	62.1	18.5	5.0	14.5	100.0
9 months	60.0	19.5	5.6	14.9	100.0
10 months	57.5	20.8	6.0	15.8	100.0
11 months	55.7	21.6	6.4	16.4	100.0
12 months	54.1	22.3	6.7	16.8	100.0
18 months	44.9	24.8	9.7	20.6	100.0

Source: Intake/termination records data base.

Table 9-6. Percent Distribution of PY 1983-84 New Enrollees by Termination Status With 18 Months of Shorter Length of Stay, by Sex

Length of Stay	Termination status			Total Terminees
	Placed	Terminated for Health Reasons	Other Terminations	
MALES				
0-6 months	53.2	11.2	35.6	100.0
7-12 months	48.1	18.2	33.8	100.0
13-18 months	38.4	19.8	41.9	100.0
FEMALES				
0-6 months	45.4	14.5	40.1	100.0
7-12 months	55.2	14.9	29.9	100.0
13-18 months	26.9	32.3	40.9	100.0

Source: Intake/termination records data base.

months length of stay group seems to suggest that the work experience, and perhaps training and counseling received while in the program, were important ingredients of increasing the chances of obtaining an unsubsidized job for these women.

Table 9-7 provides information by age group on termination status at various time points after entry. As could be expected, the proportion placed is strongly, and negatively associated with age at entry: 31 percent of 55-59 year old enrollees were placed by one year after entry, while only 25 percent of 60-64 year old enrollees and 18 percent of 65 year old and older enrollees fall into the placed category 12 months after entry. The proportion terminated for health reasons substantially increases with age, while the proportion still in the program tends to be highest in the 65 years of age and older group.

Table 9-8 shows termination status by length of stay in the program and age group. The proportion terminated for health reasons increases systematically both with age and length of stay. It reaches 55 percent in the 65 years of age and older group of terminees who stayed in the program for 13-18 months. It is also notable that the proportion placed dramatically drops in the 65 years of age and older group after one year of program stay: less than 15 percent of terminees falling into this category were placed.

Table 9-9 provides information on termination status 12 months after entry by various background variables. The detailed data by age confirm the earlier conclusions arrived at on the basis of data for the three main age groups. The proportion placed systematically declines, the proportion terminated for health reasons systematically increases with age. The proportion still in the program 12 months after entry tends to increase with age, except for a drop in the 75 years of age and older group.

Whites display somewhat higher placement proportions, lower proportions still in the program at 12 months after entry, and lower proportions of enrollees terminated for health reasons when compared to minority groups. Education tends to be positively associated with placements, and negatively with staying in the program and termination for health reasons. Enrollees who were classified as handicapped at entry were more likely to be still in the program 12 months after entry, and less likely to have been placed than other enrollees. New enrollees were more likely to be still in the program 12 months after entry than reenrollees, but had similar placement experiences.

Table 9-10 provides some additional information on termination status by various characteristics on the basis of the telephone interview data. This table provides information on self-reported termination status as of the March 1986 telephone survey. For the average PY 1983-84 entrant, the interview took place more than two years (approximately 27 months) after entry, and for early PY 1983-84 entrants it took place 33 months after entry.

Because of the significant time elapsing between entry to the program and the telephone interview, some systematic sources of nonresponse had to be

Table 9-7. Percent Distribution of PY 1983-84 New Enrollees by Termination Status at Various Time Points After Entry, by Age

Months After Entry	Termination status				Total
	Still in Program	Placed	Terminated for Health Reasons	Other Terminations	
	55-59 YEARS				
1 month	90.6	5.4	.6	3.4	100.0
2 months	82.2	9.8	1.3	6.7	100.0
3 months	74.4	15.3	1.5	8.9	100.0
4 months	69.5	16.8	2.3	11.4	100.0
5 months	65.7	19.0	2.8	12.5	100.0
6 months	60.6	21.9	3.3	14.3	100.0
7 months	57.1	24.6	3.4	15.0	100.0
8 months	53.8	26.7	3.4	16.0	100.0
9 months	51.5	28.1	3.8	16.7	100.0
10 months	48.9	29.6	4.2	17.4	100.0
11 months	47.7	30.5	4.2	17.6	100.0
12 months	46.0	31.3	4.5	18.3	100.0
18 months	37.3	35.8	5.7	21.2	100.0
	60-64 YEARS				
1 month	93.8	2.8	.9	2.6	100.0
2 months	86.7	5.7	1.9	5.7	100.0
3 months	78.9	10.5	2.6	8.1	100.0
4 months	72.3	13.4	3.5	10.9	100.0
5 months	67.6	15.6	3.9	12.9	100.0
6 months	64.4	17.3	4.3	14.1	100.0
7 months	61.4	18.2	4.8	15.6	100.0
8 months	57.2	20.3	5.5	17.1	100.0
9 months	54.6	22.2	5.8	17.5	100.0
10 months	52.1	22.9	6.4	18.7	100.0
11 months	49.5	23.8	6.9	19.9	100.0
12 months	47.9	24.7	7.4	20.1	100.0
18 months	37.7	26.0	10.4	26.0	100.0
	65 YEARS AND OVER				
1 month	92.8	3.6	.8	2.9	100.0
2 months	86.0	5.2	2.4	6.5	100.0
3 months	80.1	8.7	3.4	7.8	100.0
4 months	75.6	9.9	5.1	9.4	100.0
5 months	72.1	10.4	6.6	11.0	100.0
6 months	70.0	11.2	7.0	11.9	100.0
7 months	67.6	12.4	7.6	12.5	100.0
8 months	63.9	14.5	7.8	13.8	100.0
9 months	61.9	15.2	8.7	14.3	100.0
10 months	59.6	16.0	9.5	14.9	100.0
11 months	57.0	17.0	10.2	15.8	100.0
12 months	54.3	17.8	11.1	16.8	100.0
18 months	46.8	18.9	15.2	19.1	100.0

Source: Intake/termination records data base.

Table 9-8. Percent Distribution of PY 1983-84 New Enrollees by Termination Status With 18 Months or Shorter Length of Stay, by Age

Length of Stay	Termination status			Total Terminees
	Placed	Terminated for Health Reasons	Other Terminations	
55-59 YEARS				
0-6 months	55.4	8.4	36.2	100.0
7-12 months	64.4	8.2	27.4	100.0
13-18 months	52.3	14.0	33.7	100.0
60-64 YEARS				
0-6 months	48.5	12.0	39.5	100.0
7-12 months	44.8	18.8	36.4	100.0
13-18 months	12.7	29.4	57.8	100.0
65 YEARS AND OVER				
0-6 months	37.2	23.3	39.5	100.0
7-12 months	42.3	26.3	31.4	100.0
13-18 months	14.7	54.7	30.7	100.0

Source: Intake/termination records data file.

Table 9-9. Percent Distribution of PY 1983-84 New Enrollees by Termination Status at 12 Months After Entry by Various Characteristics

Characteristics	Termination Status at 12 Months After Entry				Total
	Still in Program	Placed	Terminated for Health Reasons	Other Terminations	
<u>Total</u>	48.9	25.6	7.1	18.4	100.0
<u>Sex</u>					
Males	40.0	31.2	7.8	21.0	100.0
Females	54.1	22.3	6.7	16.8	100.0
<u>Age</u>					
55-59 years	46.0	31.3	4.5	18.3	100.0
60-64 years	47.9	24.7	7.4	20.1	100.0
65-69 years	51.9	18.4	9.9	19.8	100.0
70-74 years	59.8	17.5	12.0	10.7	100.0
75 years and over	52.9	15.7	14.8	16.7	100.0
<u>Ethnic Group</u>					
White	46.2	27.5	6.6	19.7	100.0
Black	52.5	23.6	7.8	16.1	100.0
Hispanic	56.4	19.6	7.4	16.6	100.0
Other	57.4	16.0	11.1	15.5	100.0
<u>Education</u>					
8th grade and under	49.9	24.3	9.3	16.5	100.0
9th-11th grade	52.7	22.7	6.0	18.6	100.0
High school	47.6	27.5	6.6	18.3	100.0
1-3 years college	43.8	27.6	8.7	19.9	100.0
4 years college	41.1	31.9	4.2	22.8	100.0
More than 4 years college	44.5	30.2	2.5	22.7	100.0
<u>Handicapped Status</u>					
Handicapped	53.9	17.6	6.5	21.9	100.0
Not Handicapped	48.6	26.1	7.2	18.1	100.0
<u>Enrollment Status</u>					
New enrollee	49.4	25.7	7.2	17.7	100.0
Reenrollee	43.6	25.5	7.0	23.9	100.0

Source: Intake/termination records data base.

Table 9-10. Percent Distribution of PY 1983-84 New Enrollees
Termination Status (March 1986) by Various
Characteristics

	Termination status (March 1986)			Total
	Still in Program	Placed	Other Terminee	
<u>Total</u>	39.5	23.5	37.0	100.0
<u>Sex</u>				
Male	36.4	27.6	36.1	100.0
Female	41.2	21.3	37.5	100.0
<u>Age</u>				
55-59 years	34.9	34.3	30.8	100.0
60-64 years	40.6	20.5	39.0	100.0
65 years and over	46.1	8.9	45.1	100.0
<u>Predominant Labor Force Status</u>				
Employed	41.4	21.7	36.8	100.0
Unemployed	38.3	30.8	31.0	100.0
Not in labor force	41.5	14.1	44.4	100.0
<u>Reason for Application</u>				
Monetary	36.9	28.6	34.6	100.0
Non-monetary	45.7	11.7	42.6	100.0
<u>In-Program Job</u>				
White collar	43.5	24.0	32.4	100.0
Blue collar	38.4	21.8	39.8	100.0
Service	33.0	24.5	42.5	100.0

Source: Westat Telephone Survey conducted during March 1986 of a sample of PY 1983-84 new enrollees.

considered. Some of the enrollees died or became very sick by the time of the interview; others had moved. Those who were sick or moved were less likely to be locatable for the interview than healthier enrollees and nonmovers. These sources of nonresponse are expected to be differentially associated with some of the variables of interest. For example, older enrollees, or those who terminated for health or other nonplacement reasons were less likely to be included in the telephone survey; those who were still in the program at the time of the telephone survey were presumably more healthy and less likely to have moved than other enrollees, and therefore, were more likely to respond to the telephone survey. Some statistical adjustment for these factors (specifically, for differential response rates by sex, age, and termination status at the time of the record review) was possible. However, such adjustments do not completely eliminate potential biases resulting from nonresponse. In addition, statistical adjustments for differential nonresponse by termination status was feasible only for a part of the local projects due to confidentiality restrictions imposed by program operators.¹

For these reasons, the data provided in Table 9-10 may somewhat overstate the proportion still in the program² at the time of the telephone survey, and are likely to understate the proportion of nonplaced terminees. This second possibility is probably counterbalanced somewhat by the self-reported nature of these data. Some of those who found jobs on their own are likely to be recorded in the telephone survey data base as terminated for nonplacement reasons, while program sponsors typically record such individuals as "placed."

Despite these sources of potential noncomparability of the two data bases, the pattern of findings by sex and age group is similar in Table 9-9 and Table 9-10. Females were more likely to be still in the program at the time of the telephone interviews, while males were more frequently placed. Older enrollees were more likely to be still in the program, and much less likely to have been placed than their younger peers.

Table 9-10 also contains important data on termination status by other stratifying variables. The probability of long program stay³ is

¹For 30 projects adjustments were made for sex, age, and termination status. For seven projects adjustments were feasible only by sex and age. For the two ANPPM projects in the sample, only nonterminees were interviewed due to sponsor restrictions on data availability. The overall data were statistically adjusted for this sample frame limitation.

²A related observation is that those who were recorded as "still in the program" on the basis of telephone survey data contain a very small number of reenrollees, while the termination status data from the intake/termination records file refer to a single enrollment spell.

³Note that the length of program stay in March 1986 for PY 1983-84 entrants who were still in the program at the time of the telephone survey ranges approximately from 21 months to 33 months. Most of the people who

similarly related to the probability of termination among enrollees and the probability of placement among terminees. Males are significantly more likely to be terminated than females, and also have higher chances of getting placed. Age displays a strong, and negative relationship both with the probability of termination and with the probability of placement.

Educational attainment is also strongly and positively associated with both the probability of termination and with the probability of placement. Veteran status is significantly associated with the probability of placement among terminees only; there is a weak negative relationship between veteran status and the chances of placement among terminees. Blacks and Hispanics are less likely to be placed than nonhispanic whites.

Those who were employed at entry are somewhat less likely to terminate than those who were not employed. However, they are more likely to be placed among terminees. The net result is no significant association between the employed at entry variable and the probability of placement among enrollees. Family income and limited English-speaking ability do not show a significant independent contribution to the probability of placement among enrollees. However, those classified as handicapped are significantly less likely to be placed than their nonhandicapped peers.

The importance of the information obtained from the regression analysis is that it shows that certain personal characteristics of enrollees systematically influence placements. The data presented in Appendix D provide a better indication of this than the QPR regressions, because the micro data are unaffected by a potential statistical artifact, "aggregation bias". This bias makes it difficult to derive straightforward conclusions concerning the effect of various personal characteristics on performance outcomes when regressions are run on the basis of grouped (project level) data, as is the case in the earlier QPR analysis. It is still notable, however, that the pattern of relationships concerning individual-level variables was similar in the earlier QPR regressions, except for the greater internal consistency of the micro results presented in Table D-2.

Additional regressions presented in Tables D-3, D-4, and D-5 of Appendix D show that the major findings of Table D-2, discussed above, with respect to the effect of personal characteristics on the probability of termination and placement tend to be robust to model specification. For example, the models of Table D-4 consistently predict, on the average, an approximately 30 percent lower probability of placement among 75 years of age and older terminees when compared to 55-59 year old terminees (the reference group). This finding persists, irrespective of the inclusion of project dummies, local area characteristics, or management variables. This implies that the mix of clients, in itself, particularly by age, and to a lesser extent by other variables such as education and sex, influences the ability of program operators to place enrollees in unsubsidized jobs in a major way.

Findings concerning the local area characteristics and management variables are also notable. With respect to local environmental

variables, projects in areas with high proportions of manufacturing jobs tend to display higher levels of placement than projects in areas with lower proportions of manufacturing jobs.

Projects in growing areas are more likely to terminate enrollees by 12 months after entry, but are less likely to place terminees than projects in declining areas. The net result is a lack of a significant association between population growth and the probability of placement among enrollees.

Projects in urban areas tend to keep enrollees in the program for shorter periods of time than rural projects, as indicated by the positive association between urban location and the probability of termination. Urban location does not seem to have an independent effect on the probability of placement among terminees. However, the net effect on placement among enrollees is a positive one, attributable to the positive association between urban location and the probability of termination.

The local unemployment rate displays a significant negative effect on termination and placement. The higher the local unemployment rate, the lower the probability of termination (i.e., it is more likely that enrollees stay in the program). The higher the unemployment rate, the lower the probability of placement. This is reflective of the greater difficulties of finding a job in a depressed labor market. In the absence of alternative unsubsidized job opportunities, enrollees who wish to work try to remain in the program.

Management variables also show some notable patterns of association with the probability of both terminations and placements. The probability of placement is higher in projects sponsored by national sponsors when compared to State sponsored programs. However, as the earlier QPR analysis suggested, this overall difference is likely to be primarily attributable to two national sponsors (AARP and NCOA) with placement rates significantly above average. There is substantial variation in placement rates among the national sponsors themselves.

Projects with direct administration by the grantee tend to have lower termination and placement rates than projects administered indirectly. In other words, controlling for other variables, enrollees in projects directly run by the grantees are more likely to stay in the program longer, and are less likely to be placed when terminated than enrollees in projects that are indirectly administered.

Older projects are less likely to terminate new enrollees than younger projects; this implies a longer average length of stay associated with more established, as opposed to newer projects. Two factors may explain this relationship. First, older projects were established in a period, when the stress on placements was less prominent than in recent years. Therefore, such projects may be more likely to display management philosophies conducive to longer program stay than younger projects. A second possible explanation relates to the fact that younger, growing projects are less likely to have a sufficient number of carryovers to terminate, and therefore, are more pressed than older projects are to terminate new enrollees in order to meet placement expectations.

Older projects are somewhat more likely to place terminees than younger projects. This can be explained by greater management experience. The net result of the contrasting forces of the negative association between project age and the probability of termination and the weak positive relationship between project age and placement among terminees is a lack of a significant association between project age and the probability of placement among enrollees.

The above analyses show that various client characteristics, local economic conditions, and management variables systematically influence terminations and placements. Differences in local economic conditions are to be considered in evaluating the placement performance of local projects since local project operators do not have control over factors, such as the local unemployment rate, that influence the difficulty of placing participants in unsubsidized jobs.

Whether it is desirable to consider client characteristics and management factors in evaluating the placement record of local projects is a function of judgements concerning desired program goals. If, for example, equitable service to the various client groups represented in the model (e.g., older participants, females, handicapped, etc.) is regarded to be an important goal, then the placement expectations vis-a-vis local projects are to be adjusted for the proportion of females, age mix, and proportion of handicapped. However, it is also possible that other considerations would suggest the desirability to move client mix towards subgroups that are relatively easy to place or more highly motivated (e.g., 55-59 year old participants).

9.3.3 Placement Jobs and Perceived Reasons for Termination

Additional insight concerning the termination and placement experience of SCSEP enrollees can be obtained by analyzing the placement jobs of the subset of enrollees who were placed and the perceived reasons for termination. The source of the data concerning placement jobs is the intake/termination records data base, while the telephone survey data illuminates the detailed self-reported reasons for termination.

Table 9-11 shows the distribution of placement jobs for those terminees who were recorded as placed by the time their records were collected. Less than 10 percent of those who were placed were in professional or managerial positions. About a third were placed in other white collar, primarily clerical, occupations. Less than 20 percent were placed in blue collar occupations, while almost 40 percent were placed in various service occupations. The other category includes jobs which could not be readily categorized, such as singer, laboratory assistant, page, faregate operator, seat fitter, grocery marker, seamstress, clothes labeler, as well as those which were not clearly specified in the termination records.

It is instructive to compare the distribution of postprogram (terminee) jobs with in-program (enrollee) jobs. The relevant comparison, however, is not with the in-program jobs of all enrollees, but rather with the

Table 9-11. Percent Distribution of Post-Program Jobs of New SCSEP Enrollees during PY 1983-84

Job Category	Percent
<u>Total</u>	100.0%
Professional or Manager	8.7
White collar of which:	32.5
Sales	5.2
General Clerical	15.2
Skilled Clerical	7.9
Recreation aide	.3
Social service aide	3.9
Blue collar of which	16.2
Skilled Precision or Construction Worker	2.8
Machine or Vehicle Operator	5.9
Laborer	5.7
Grounds maintenance	1.8
Service of which:	36.3
Building maintenance	14.3
Babysitter or Companion	4.9
Housekeeper	3.3
Food Service	6.9
Health care aide	5.7
Miscellaneous aide	1.1
Other	6.4

Source: Intake/Termination Records Data Base.

in-program jobs of those who were placed.¹ The data show that the distribution of placed terminees by in-program and posttermination aggregate occupational categories (white-collar, blue-collar, service) is roughly similar. The proportion in white-collar occupations is somewhat lower postprogram, while the proportion in service occupations is somewhat higher when compared to in-program jobs. The only marked difference relates to the increase in the proportion in blue-collar occupations postprogram from about 12 percent to about 16 percent.

These data show that unsubsidized placements typically do not lead to upward occupational mobility. The data also suggest that in-program jobs may be quite attractive compared to alternative occupational opportunities in the unsubsidized sector, particularly for those who are in less-demanding white-collar in-program jobs. The relative shortage of the more attractive white-collar placement jobs seems to explain the greater propensity of enrollees with white-collar in-program jobs to stay in the program (Table 9-10) when compared to enrollees in blue-collar, and particularly in service occupations in SCSEP.

Table 9-12 shows placement jobs by sex and age. The pattern of sex and age differences in placement jobs is very similar to the pattern of in-program jobs. This similarity is partially explained by the obvious relationship between the nature of subsequent jobs of the same individual due to the role of experience and skills in obtaining a new position.

The data also suggest that the in-program occupational assignment of enrollees reflects universal features of the job market, rather than a sheltered environment unrelated to the general economy. Males are clearly overrepresented among blue-collar workers, females among white-collar workers, both in the program and in terms of placement positions. This is consistent with data for the economy as a whole.

The systematic decline with age in the proportion in professional/managerial jobs reflects the general reluctance to hire people with a limited expected remaining working life span for managerial positions, and also the negative relationship between age and average educational level. The increasing proportion of those in blue-collar placement jobs reflects educational effects, and also the shortage of other types of jobs available for older terminees.

Table 9-13 provides information on the self-reported reason for termination by telephone survey respondents who left the program. About 14 percent of the terminated reported that they were hired by the host agency. More than two thirds of these (68.2%) were still with the host

¹ Indeed, there are systematic differences in the type of in-program jobs held by nonterminees, those who were placed, and enrollees who terminated for other reasons. Nonterminees display the highest proportion of white-collar and the lowest proportion of service occupations in the program. Nonplaced terminees show the lowest proportion of white-collar jobs in the program, and the highest proportion of service jobs. Placed terminees are in between. There are no notable differences among the three termination status groups by the proportion in blue-collar jobs.

Table 9-12. Percent Distribution¹ of Post-Program Jobs of PY 1983-84 New SCSEP Enrollees by Sex and Age

	Sex		Age			Total
	Male	Female	55-59	60-64	65 and over	
<u>Total</u>	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Professional/ Managerial	10.3	8.5	11.0	8.2	6.3	9.3
Other White Collar	16.1	49.2	34.9	37.2	30.7	34.7
Blue Collar	34.8	3.8	14.0	19.3	23.2	17.4
Service	38.8	38.5	40.1	35.3	39.8	38.6

¹ Distribution reflects the exclusion of the "other" job category which reduces the denominator in calculating the percentages.

Source: Intake/Termination Records Data Base.

Table 9-13. Percent Distribution of Reasons for Termination of
PY 1983-84 New Enrollees in SCSEP Program

	Percent
<u>Reason for Termination</u>	
<u>Total</u>	100.0%
Host agency hired	13.7
Found other work	25.5
Health problem	22.3
Change in income or eligibility	6.8
Unhappy with work or aspect of program	9.9
Need to care for adult	4.0
Other	17.7

Source: Westat Telephone Survey conducted
during March 1986 of a sample of
PY 1983-84 new enrollees.

agency at the time of the interview.

More than a quarter (25.5%) reported to have "found other work." The vast majority (73.8%) of these -- or 19 percent of all terminees -- reported that they found this other work on their own, rather than with assistance through the project.

Health problems were mentioned by 22 percent of terminees as the reason for termination. Income eligibility was the perceived reason for termination for less than seven percent of terminees. About 10 percent of terminees reported that they left the project because they were unhappy with project work or some aspect of the program. Four percent listed the need to care for an other adult, while less than one in five terminees gave other reasons for termination, such as transportation problems.¹

9.4 Current Experiences of PY 1983-84 SCSEP Enrollees

In the telephone survey respondents were asked about their labor market experiences during the week prior to the March 1986 interview, and about various functional disabilities related to health status and the ability of respondents to hold a job. These questions provided a unique opportunity to track the experiences of a cohort of SCSEP entrants after a substantial period (on the average 27 months) after their program entry.

9.4.1 Current Labor Market Experiences of Enrollees

Labor Force Status

Table 9-14 presents the labor force status of respondents during the survey week. An estimated 64.8 percent of PY 1983-84 SCSEP enrollees were employed during the survey week. However, the majority of these were still in the program, while less than 30 percent of all enrollees were employed in unsubsidized jobs. It is notable that only an estimated four percent of terminees were unemployed during the survey week, while almost a third were unemployed for more than half a year during the preentry year (Table 7-4). The proportion listed as not in the labor force during the survey week was 31 percent, only slightly higher than the proportion who were not in the labor force during the whole preentry year.

Another way to compare preentry year and survey week labor force status data is to compute the probability that a new enrollee was employed, unemployed, and not in the labor force during a randomly selected week of the preentry year on the basis of mean number of weeks in the various labor force categories reported in Table 7-4. For the average new enrollee this gives a .236 probability of being employed, a .353 probability of being unemployed, and a .414 probability of being not in

¹Other reasons mentioned less frequently were not wanting to work anymore, moving, termination of in-program job, desire to take leave or a vacation, bad weather, or "personal" reasons.

Table 9-14. Percent Distribution of March 1986 Survey Week Labor Force Status of PY 1983-84 New Enrollees by Sex and Age

	Sex		Age			Total
	Male	Female	55-59	60-64	65 and over	
<u>Total</u>	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Still in program	30.9	38.5	32.6	35.1	40.8	35.6
Employed in Unsubsidized Job	31.4	27.9	39.8	27.5	14.9	29.2
Unemployed	6.2	2.9	3.4	6.8	2.4	4.2
Not in labor force	31.4	30.7	24.2	30.6	41.9	31.0

Source: Westat Telephone Survey conducted during March 1986 of a sample of PY 1983-84 new enrollees.

the labor force during a randomly selected preentry week. This translates to a 23.6 percent proportion employed, 35.3 percent unemployed, and 41.4 percent proportion not in the labor force during an average preentry year week.

Using these figures, the mean proportion employed increased from 23.6 percent during the preentry year to 64.8 percent during the survey week, although most of this increase is attributable to people who were still in the program during the survey week. The proportion in unsubsidized employment during the survey week comprises only an estimated 29.2 percent of respondents. However, the proportion unemployed declines from 35.3 percent to 4.2 percent, while the proportion not in the labor force decreases from 41 percent to 31 percent.

Considering the aging of the enrollee population between the time of entry and the telephone survey, these figures indicate substantial improvement in the labor market position of enrollees, particularly in terms of declining unemployment. In the absence of experimental data it is impossible to assess exactly how much of this decline is attributable to the program, and how much would have occurred in the absence of the program. The CPS data cited earlier show that a substantial portion of those eligibles who were unemployed during a given survey week became employed, or were classified as not in the labor force one year later. For some SCSEP eligibles unemployment represents a temporary, rather than permanent decline in labor market opportunities; such individuals recover from unemployment even without government assistance. Others, however, face more serious labor market problems, and the SCSEP program may have been particularly useful for such enrollees.

The relatively low incidence of unemployment during the survey week is consistent with two fundamental observations. First, the SCSEP program tends to be rather liberal in terms of keeping people in the program, despite the recent stress on placements. People who wish to stay and are able to perform in program jobs are typically not required to leave the program against their wishes. Therefore, terminees consist predominantly of people who either found other work, or left the labor force for health or other reasons. Second, the low proportion of unemployed persons during the survey week also may mask the fact that some "discouraged" elderly wish to have a job, but are listed as not in the labor force because they gave up active job search.

In addition to the above factors, systematic nonresponse patterns should be also considered. Although some adjustment for nonresponse was possible, as indicated earlier, it is still likely that the proportion of employed persons, especially those still in the program, is somewhat overstated, and the proportion of PY 1983-84 enrollees who are not in the labor force is somewhat understated by the data presented in Table 9-14. This is so because a certain portion -- according to a rough approximation, in the neighborhood of five percent -- of PY 1983-84 new enrollees died prior to the interviews. Others who were not in the labor force for health reasons were less likely to be able to respond to the telephone survey than employed elderly with better health status. Nonresponse was also lower among movers than stayers. This may have resulted in slightly higher response rates among those who were still in

the program when compared to employed terminees, and relatively low response rates among unemployed terminees. In sum, these nonresponse patterns may result in a somewhat optimistic picture concerning the survey week employment status of PY 1983-84 enrollees, and in some overestimation of the proportion still in the program.

Table 9-14 also presents survey week labor force status by sex and age. Consistent with earlier data, females were more likely to be still in the program, and less likely to be in unsubsidized employment when compared to males. Males were more likely to be unemployed, while the proportion not in the labor force was about the same for the two sex groups.

The proportion still in the program consistently increases with age at entry. This is remarkable in light of the greater likelihood of health problems in the older age groups. However, the proportion in unsubsidized jobs displays the opposite pattern with a steep decline in the proportion in unsubsidized jobs in the older groups. As a net result, the estimated proportion of those who were employed during the survey week (still in program + employed in unsubsidized jobs) declines from the high of 72.4 percent in the 55-59 years of age group to 55.7 percent in the 65 years of age and older group. The proportion not in the labor force during the survey week increases with age, while the proportion unemployed peaks in the 60-64 years of age group.

Table 9-15 provides survey week labor force status by predominant preentry labor force status and reasons for application. The main difference in survey week labor force status is the substantially higher proportion of those not in the labor force during the survey week among those who were predominantly not in the labor force prior to entry, compared to the other two preentry labor force status groups. The opposite can be observed for those in unsubsidized employment. However, no significant differences in the proportion still in the program exist between the three groups. These results reflect two main factors. First, the labor force attachment of those entrants predominantly not in the labor force prior to entry is weaker than that of entrants who had been in the labor force before. Second, while the program is successful in providing in-program subsidized employment to this subgroup of new labor force entrants and reentrants, it appears less successful in placing members of this group in unsubsidized jobs.

As expected, the proportion unemployed is highest among those with a preentry predominantly unemployed labor force status. The low proportion among the predominantly not in labor force preentry group is explained by the relatively weak labor force attachment of this group.

Differences by reason for application are relatively small. The main difference is the higher proportion not in the labor force during the survey week among those who entered for nonmonetary reasons, and the corresponding higher proportion still in the program among those who entered for monetary reasons.

Table 9-16 shows survey week labor force status by in-program job and termination status. The proportion still in the program is highest among those with white-collar in-program jobs, and lowest among those who had

Table 9-15. Percent Distribution of March 1986 Survey Week Labor Force Status of PY 1983-84 New Enrollees by Labor Force Status and Reason for Application

	Preentry Year Predominant Labor Force Status			Reason for Application		Total
	Employed	Unemployed	Not in Labor Force	Monetary	Non-Monetary	
<u>Total</u>	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Still in program	41.4	38.2	41.5	36.9	33.3	35.6
Employed in Unsubsidized Job	32.9	32.8	17.2	30.0	28.4	29.2
Unemployed	3.7	6.8	1.8	4.1	4.3	4.2
Not in labor force	22.0	22.1	39.5	29.0	34.1	31.0

Source: Westat Telephone Survey conducted during March 1986 of a sample of PY 1983-84 new enrollees.

Table 9-16. Percent Distribution of March 1986 Survey Week Labor Force Status of PY 1983-84 New Enrollees by In-Program Job and Termination Status

	In-Program Job			Termination Status			Total
	White Collar	Blue Collar	Service	Skill In-Program	Placed	Other Terminee	
<u>Total</u>	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Still in program	43.5	38.4	33.0	100.0	0	0	35.6
Employed in Unsubsidized Job	27.2	22.6	29.0	0	77.5	22.1	29.2
Unemployed	2.6	3.7	8.3	0	6.1	8.6	4.2
Not in labor force	26.7	35.3	29.7	0	16.5	69.3	31.0

Source: Westat Telephone Survey conducted during March 1986 of a sample of PY 1983-84 new enrollees.

service occupations in the program. Enrollees with service jobs in the program were the most likely to become unemployed. It is also interesting to note that those with blue-collar jobs in the program were the least likely to be employed during the survey week, and most likely to be not in the labor force that week.

Table 9-16 also provides important data by termination status. It shows that the rate of employment retention among those who were placed was quite high; more than three-quarters of those who reported that they were placed (found job with or without the assistance of program operators) were employed during the survey week. Only six percent of those placed were unemployed, while the rest were not in the labor force. The data also show that almost a quarter of those who reported that they were not placed reported to be employed during the survey week. Nine percent of nonplaced terminees were unemployed, and more than two-thirds were not in the labor force during the survey week.

Hours Worked and Wages Paid

Those who reported to have been employed during the survey week were also asked to provide information on the hours worked during the previous week and on wages received. The data show an average number of hours for those who worked during the survey week of 25.3, with a standard deviation of 9.31 hours. This is a modest average increase compared to the in-program average of 21.5 hours that was reported in Table 8-5. The average of 25.3 hours worked during the survey week, however, masks the differences between those who were still in the program during the survey week, and those who worked in unsubsidized jobs. Those who were still in the program, on the average, worked 21.6 hours during the survey week. SCSEP terminees in unsubsidized employment, in contrast, reported a much higher average during the same week: 29.7 hours worked. Some of those in unsubsidized employment worked part-time, others were in full-time employment.

Those who were employed during the survey week reported an average hourly wage of \$4.03 during this week, with a standard deviation of \$1.83. The QPR reports a national average of \$3.51 of in-program wages for PY 1983-84. This comparison suggests that the increase in nominal wage rates for those who were employed during the survey week was quite modest, and inflation-adjusted real wage rates would show only modest overall gains. The average wage rate for those who were employed was not much higher than the minimum wage. However, as with the hours reported, the average wage masks the differences between the in-program job holders and those employed in the unsubsidized sector. For those still in the program the average hourly wage was \$3.67. SCSEP terminees who were employed during the survey week reported an average wage of \$4.44 per hour, an improvement of about 20 percent over nonterminees.

Overall, the survey week gross earnings of those who were employed was higher than their in-program earnings. This contrast becomes particularly apparent when those employed in unsubsidized jobs are separated from those who are still employed in the program. The calculation of the weekly earnings of the two groups (using their different wage rates and hours) produces an average one-week salary of

\$131.87 for the employed terminees and \$79.27 for those still in the program. The difference between the two groups' average earnings during the survey week is about 66 percent, with the variation in amount of work hours contributing more to the gross earnings differences than differences in wage rates.

Perceived Reasons for Not Working

The telephone survey also included questions concerning perceived reasons for not working. Table 9-17 summarizes the results of reported reasons for not working during the survey week.

About a fifth of respondents either could not find work or believed that no job was available. This is a higher proportion than those reported as unemployed, and indicates the presence of discouraged workers among those not in the labor force. More than a third gave health reasons, and about a fifth reported retirement related reasons (stating that they were retired, "too old," or didn't want to work). Family responsibilities were listed by five percent, and the rest is divided between other categories. Overall, about half of those who did not work listed health and retirement related reasons. Less than 10 percent was temporarily absent from employment. A substantial portion of the remaining 40 percent could have been "discouraged" in addition to those who were unemployed (actively looking for work).

Table 9-18 provides data on reasons for not working by sex and age. The sex differences are relatively insignificant. As expected, age is closely, and positively associated with retirement as a reason for not working. Health reasons were least frequently given by those in the 60-64 years of age group. In contrast, Social Security disincentives were most frequently listed by this group. It is to be noted that these people were in the 60-64 years of age group at SCSEP entry; since they were, on the average, 27 months older during the survey week, many in this age group reached the regular Social Security retirement age between entry and the survey week. These data suggest that Social Security is perceived as providing substantial work disincentives.

Table 9-19 gives reasons not looking for work among those not in the labor force during the survey week. The data suggest that about one in five respondents¹ not in the labor force during this week was discouraged by perceived labor market barriers.² Others (less than 10 percent) listed family responsibilities, including child care, as preventing them from working. The majority of those not in the labor force -- 55 percent -- listed health problems, but only 22 percent mentioned retirement as a reason for not looking for work.

¹These figures are somewhat inflated, since respondents could state several reasons. The cumulative total of the various reasons listed in the table is 126.5 percent.

²Believed no work available, couldn't find work, lacked necessary schooling or skills, thinks too old, personal, handicapped.

Table 9-17. Percent Distribution of Reasons Given by SCSEP
Terminees for Not Working Last Week

Reason for Not Working	Percent
<u>Total</u>	100.0%
On leave from employment	8.8
No job, can't find work	21.7
Health reasons	35.3
Retired	12.2
"Too old,"	3.2
Don't want to work	2.9
Family responsibilities	5.4
Social Security or pension limits	3.0
Other factors (transportation, weather, etc.)	7.6

Source: Westat Telephone Survey conducted during March 1986 of a sample of PY 1983-84 new enrollees.

Table 9-18. Percent Distribution of Reasons Given by SCSEP Terminées for Not Working Last Week

Reason for Not Working	Sex		Age			Total ¹
	Male	Female	55-59	60-64	65 and over	
<u>Total</u>	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
On leave from employment	7.8	9.4	9.3	9.7	7.2	8.8
No job, can't find work	24.7	19.8	27.4	21.8	15.6	21.7
Health reason	34.4	35.9	39.1	28.2	38.4	35.3
Retired, "too old"	21.2	16.4	9.1	15.9	30.0	18.3
Family Responsibilities	3.6	6.6	11.8	4.3	0	5.4
Social Security or pension limits	2.1	3.5	.3	6.5	2.3	3.0
Other factors (transportation, weather, etc.)	6.4	8.4	3.1	13.5	6.5	7.6

Source: Westat Telephone Survey conducted during March 1986 of a sample of PY 1983-84 new enrollees.

Table 9-19. Distribution of Reasons Why Those Not in the Labor Force Did Not Look for Work Last Week

	Percent
<u>Reasons</u> ¹	
Believed no work available	4.2
Couldn't find any work	4.2
Lacked necessary schooling, skills	1.8
Thinks too old	11.0
Personal handicap	.2
Couldn't arrange child care	2.5
Family responsibilities	5.8
In school or other training	.4
Health problems	55.0
Retired	22.1
Other	19.3

¹ Respondents could state more than one reason. Therefore, the cumulative total is greater than 100 percent.

Source: Westat Telephone Survey conducted during March 1986 of a sample of PY 1983-84 new enrollees.

9.4.2 Self-Reported Functional Disabilities

Respondents were also asked whether they had illnesses or disabilities causing various functional limitations, such as problems with moving around in the house (the most serious limitation on the scale), walking in the neighborhood, driving, and the ability to take a job. Table 9-20 presents the results by sex and age group. The estimates presented are conservative for two reasons. First, the interviewers reported that respondents with obvious health problems were reluctant to report difficulties in response to these questions. Second, those PY 1983-84 enrollees with the most serious health problems were less likely to be able to respond to the survey than healthier respondents.

Even with these caveats in mind, a substantial portion, almost a quarter of enrollees, was estimated to have a disability limiting their ability to take a job during the survey week. Reported sex differences were relatively modest, while older respondents were more likely to report a disability preventing them from taking a job than their younger peers.

Table 9-21 presents data concerning perceived functional limitations by termination status and survey week labor force status. Data by termination status show that those who were placed had the least self-reported functional limitations, while those who were terminated for other reasons reported most frequently various functional limitations, with more than 40 percent reporting to have an illness or disability preventing them from taking a job.

Data by survey week labor force status displays a related picture. Those who were not in the labor force were most likely to have reported some health limitation reducing their ability to take a job: almost half of those not in the labor force reported to have such a health problem. A substantial portion of these, almost a quarter, also reported health problems preventing them from moving around in the neighborhood. It is also notable that almost one in three persons reported to be unemployed during the survey week perceived to have a health problem limiting their ability to take a job.

In conclusion, even these conservative indicators of survey week health status clearly indicated that health factors pose inherent limitations to the placement of the given SCSEP client population.

Table 9-20. Perceived March 1986 Survey Week Functional Limitations Restricting Activities of PY 1983-84 New Enrollees (%)

Disability	Sex		Age			Total
	Males	Females	55-59	60-64	65 and over	
Prevents person from moving around in house	4.5	6.7	7.7	3.3	5.9	5.9
Prevents person from walking in neighborhood	11.7	11.5	11.0	12.3	11.7	11.6
Prevents person from driving	9.8	4.4	6.7	5.4	6.9	6.4
Limits ability to take a job	27.6	21.2	19.6	26.1	26.7	23.5

Source: Westat Telephone Survey conducted during March 1986 of a sample of PY 1983-84 new enrollees.

Table 9-21. Perceived March 1986 Survey Week Functional Limitations Restricting Activities of PY 1983-84 New Enrollees by Termination Status and Labor Force Status During Survey Week (%)

Disability	Termination Status			Labor Force Status			Total
	Still in Program	Placed	Other Terminee	Employed	Unemployed	Not in Labor Force	
Prevents person from moving around in house	3.1	2.6	11.5	2.6	3.2	13.3	5.9
Prevents person from walking in neighborhood	8.3	4.2	19.2	6.8	4.5	22.7	11.6
Prevents person from driving	1.4	3.2	13.5	2.4	8.5	14.6	6.4
Limits ability to take a job	12.9	10.1	42.8	12.3	29.3	46.6	23.5

Source: Westat Telephone Survey conducted during March 1986 of a sample of PY 1983-84 new enrollees.

APPENDICES

Appendix A

SCSEP National Sponsors

American Association of Retired Persons

Mr. Glenn Northup, National Director
Senior Community Service Project
1909 K Street, N.W.
Washington, D.C. 20049
(202) 662-4800

Asociacion Nacional Pro Personas Mayores

Ms. Carmela G. Lacayo
National Executive Director
2727 West Sixth Street, Suite 270
Los Angeles, CA 90057
(213) 487-1922

Green Thumb, Inc.

Mr. Alec G. Olson
Administrator
5111 Leesburg Pike, Suite 107
Falls Church, VA 22014
(703) 820-4990

National Caucus and Center on Black Aged

Mr. Lawrence Crecy
Director
Rural Senior Employment Program
1424 K Street, N.W., Suite 500
Washington, D.C. 20005
(202) 637-8413

National Council on the Aging

Mr. Donald L. Davis
National Director
Senior Community Service Project
600 Maryland Avenue, S.W., West Wing 100
Washington, D.C. 20024
(202) 479-1200

SCSEP National Sponsors (Continued)

National Council of Senior Citizens

Mr. Ernest Post
Deputy Director
Senior AIDES Program
925 - 15th Street, N.W.
Washington, D.C. 20005
(202) 347-8800

National Urban League

Ms. Janet Zobel
National Director
Seniors in Community Service Program
500 East 62nd Street
New York, NY 10021
(212) 310-9202

U.S. Forest Service

Ms. Barbara M. Passuth
Project Director, SCSEP
Human Resource Programs
PO Box 2417, Auditors Building
Washington, D.C. 20013
(202) 382-1703

APPENDIX B

Model of SCSEP Eligibility

The eligibility simulation considered the age requirement (55 years of age and older), and the economic criteria of SCSEP eligibility (family income at or below 125 percent of the OMB poverty level, or family receives public assistance).

The place of residence eligibility requirement does not affect national estimates of eligibility, since each person is residing in a particular State, and all States have SCSEP programs. An important problem in the measurement of SCSEP eligibility is the carefully worded clause of the regulations concerning the capacity of applicants to perform in the SCSEP program. Each individual must be determined capable of performing the tasks involved in the give SCSEP program. However, the regulations also state that project sponsors should exercise "utmost caution" before reaching unfavorable determination. The "capacity of applicants to perform" variable is impossible to measure for non-applicants, and its interpretation is ambiguous for applicants as well. The measurement problem leads to some overestimate of the size of the SCSEP eligible population.

In effect, those people were identified on the CPS file who satisfied the age and economic requirements of SCSEP eligibility.

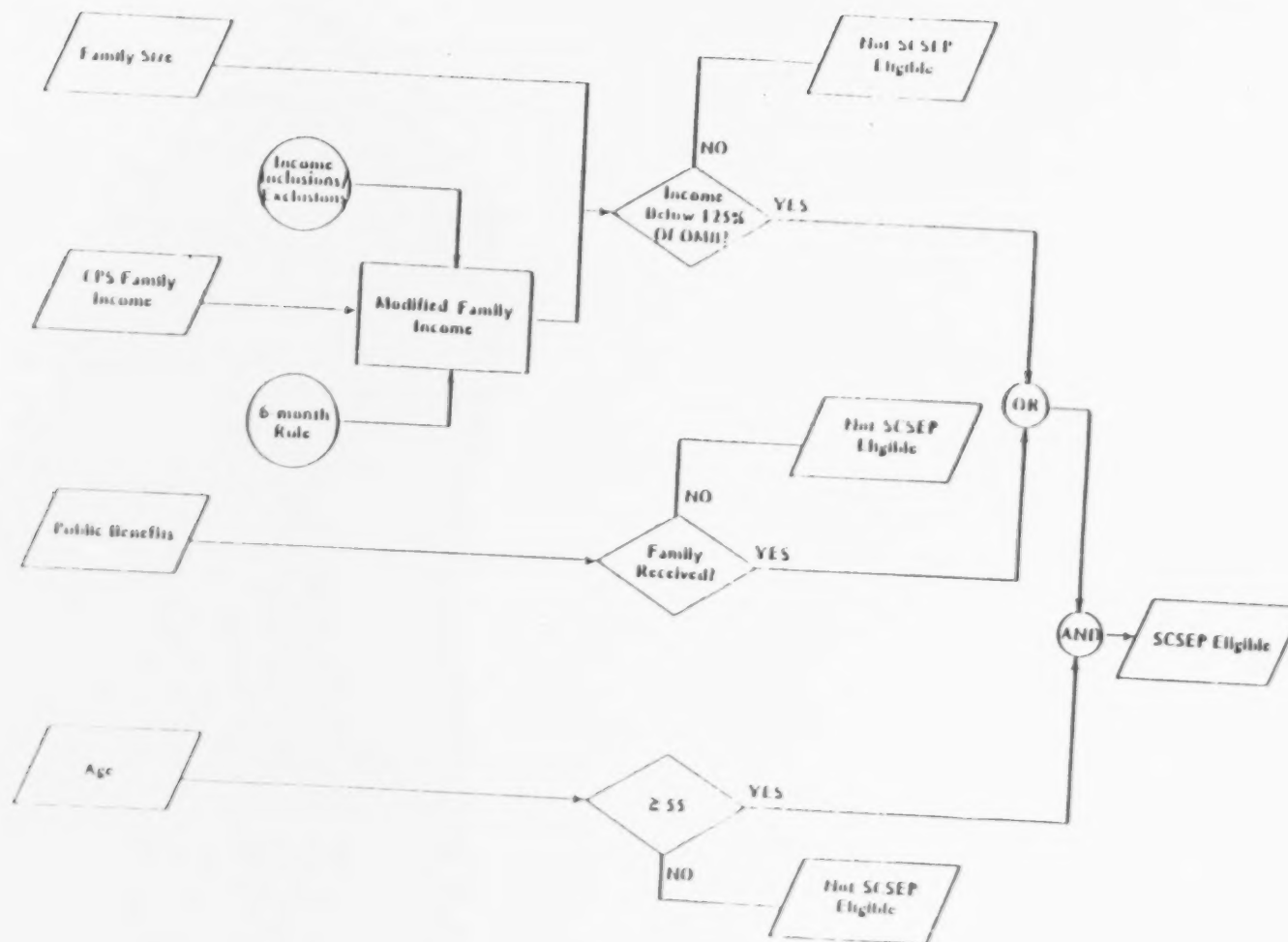


Figure B-1. SCSEP Eligibility Model

APPENDIX C

Results of Multivariate Regression Models of Factors Affecting Program Participation

Table C-1 provides maximum likelihood logit estimates of the probability of SCSEP participation. In order to account for the choice-based nature of the sample,¹ weighted logit was used. The dependent variable is an indicator variable measuring participation among eligibles; it has a value of one for participants, and a value of zero for nonparticipant eligibles. The independent variables considered are the demographic variables discussed above. The model presented in Table C-1 contains key demographic predictors as independent variables.

Further insights can be gained by adding other variables to the above model. For example, variables related to labor force status and income may be added. Because of the relatively high cost of Logistic regressions, this additional investigation was conducted on the basis of ordinary least squares (OLS) models, with weighting correcting for differential sampling probabilities within the participant and eligibles subsamples. Although logistic regressions are more appropriate when the dependent variable is a zero-one indicator variable, the qualitative conclusions concerning the direction of relationships on the basis of logistic and OLS models tend to be similar. In fact, when the model described by Table C-1 was run using OLS, all of the coefficients had the same sign, except for one nonsignificant coefficient. Note, however, that the magnitude of coefficients from OLS and logistic models is not directly comparable.

Table C-2 provides the estimated coefficients of six models. The first two models contain only demographic variables. Model 3 adds an indicator of employment status. Unfortunately, the intake/termination records file contains only an indicator of employed status at entry, and therefore it was not possible to distinguish between unemployed persons and individuals who were not in the labor force in this analysis. Model 4 adds an indicator measuring whether family income was below the poverty level or not. Model 5 considers slightly differently the family income variable through the introduction of a continuous variable measuring the natural logarithm of family income. Finally, Model 6 contains an indicator of family income per person, and a series of dummy (0-1) variables indicating whether the family received income from various sources (AFDC, SSI, wages, Social Security, pension).

¹See: Structural Analysis of Discrete Data with Econometric Applications, edited by C. Manski and D. McFadden. Cambridge: MIT Press, 1981.

Table C-1. Maximum Likelihood Weighted Logit Estimates of the Probability of Participation Among SCSEP Eligibles

Variable	Coefficient	Standard Error
AGE	-0.126****	0.029
AGE62	-0.131	0.820
AGE65	0.089	0.872
MALE	0.011	0.359
FAMSIZE	-0.527*	0.207
HSGRAD ¹	0.556	0.358
BLACK	0.760+	0.395
HISP	0.233	0.814
INTERCEPT	2.801	1.925

N 12,480

C 0.753

**** Significant at .0001 level.

* Significant at .05 level.

+ Significant at .10 level.

Source of Data: Eligibles = March 1984 Current
Population Survey
Participants = Intake/
Termination Records File.

¹High school graduate (Yes = 1, No = 0).

Table C-2. Estimated Regression Coefficients of Weighted Least Squares Models Predicting Participation Among SCSEP Eligibles

Predictor Variable	Model ^{a/}					
	1	2	3	4	5	6
AGE	-0.018****	-0.067****	-0.081****	-0.070****	-0.052****	-0.042****
AGESQ	X	0.0003****	0.0004****	0.0004****	0.0002****	0.0002****
AGE62	-0.051**	-0.040*	-0.025	-0.024	-0.014	-0.025
AGE65	-0.007	0.017	0.010	0.021	0.026	0.027
MALE	0.018*	0.020*	0.036****	0.040****	0.027***	0.026***
FAMSIZE	-0.067****	-0.069****	-0.063****	-0.051****	-0.042****	-0.079****
HSGRAD ¹	0.098****	0.097****	0.103****	0.107****	0.092****	0.111****
BLACK	0.145****	0.144****	0.142****	0.113****	0.123****	0.111****
HISP	0.044**	0.043*	0.038*	0.029+	0.032*	0.021
EMPLOYED ²	X	X	-0.285****	-0.253****	-0.246****	-0.281****
POVERTY ³	X	X	X	0.190****	X	X
LOGFAMIN ⁴	X	X	X	X	-0.044****	X
INCPER ⁵	X	X	X	X	X	-0.00005****
RECAFDC ⁶	X	X	X	X	X	0.0010
RECSSI ⁷	X	X	X	X	X	0.0650***
RECWAGE ⁸	X	X	X	X	X	-0.1233****
RECSSED ⁹	X	X	X	X	X	0.0502****
RECPENS ¹⁰	X	X	X	X	X	0.0528****
INTERCEPT	1.582	3.254	3.817	3.259	3.048	2.487
R ²	0.1906	0.1954	0.2316	0.2686	0.2713	0.2998
F	367.60	336.82	376.37	416.74	422.49	333.87

**** Significant at .0001 level.

*** Significant at .001 level.

** Significant at .01 level.

* Significant at .05 level.

+ Significant at .10 level.

Source of Data: Eligibles = March 1984 Current Population Survey
Participants = Intake/Termination Records File.

^{a/} Variables that have been excluded from the given run are referenced by an 'X' cell entry.

¹ High school graduate (Yes = 1, No = 0).

² Employed (Yes = 1, No = 0).

³ Below poverty level (Yes = 1, No = 0).

⁴ Natural logarithm of family income +1.

⁵ Family income per person.

⁶ Family received ADFC (Yes = 1, No = 0).

⁷ Family received SSI (Yes = 1, No = 0).

⁸ Family Received wage income (Yes = 1, No = 0).

⁹ Family received social security (Yes = 1, No = 0).

¹⁰ Family received pension income (Yes = 1, No = 0).

APPENDIX D

Multiple Regression Analysis of SCSEP Program Outcomes

Multiple regression analysis was utilized to investigate the role of various factors affecting the placement experience of the SCSEP program on the basis of two sets of data:

- Aggregate (project) level data on the basis of the Quarterly Progress Reports (QPR) data file;
- Micro (individual) level data on the basis of the intake/termination records data file supplemented with information on local economic conditions and project characteristics from other data sources.

The empirical results are separately presented here for these two types of analyses.

Multiple Regression Analysis of QPR Data

Table D-1 summarizes the results of project-level regressions using QPR data. The first model in Table D-1 relates the project placement rate (dependent variable) to a set of independent (or predictor) variables describing client mix. These variables describe the percent male, percent with various educational levels, etc. characteristics of each project. The regression coefficients express the marginal association between the given independent variable and placement rates, controlling for the other independent variables explicitly controlled on the model.

Model 2 of Table D-1 contains interesting information concerning the relationship between program sponsorship and placement rates. This model contains an indicator ("dummy") variable for each national sponsor (State sponsorship was used as the omitted "reference" category).¹ The sponsor coefficients of this model answer the following question: what is the difference between the placement rate of each national sponsor and the State sponsored programs, once the effect of a series of client mix variables is controlled for? In other words, do client mix differences between the sponsors explain placement rate differences, or are there other differences between the sponsors that are also responsible for differences in placement rates?

Multiple Regression Analysis of Micro Data

Multiple regression analysis was also conducted on the basis of individual level (micro) data utilizing the intake/termination records data file, and additional project level information describing

¹The selection of a reference category is an arbitrary decision with no implication for the results. Any sponsor could have been selected as the reference category. Note also that estimated differences between any pair of sponsors can be easily computed from the table.

Table D-1. Estimated Coefficients of Project Placement Rate¹
Regressions, FY 1983-84

Predictor Variable ²	Model a/ ³			
	1	2	3	4
MALE ³	-0.266*	0.046	-0.023	0.085
AGE60 64 ⁴	-0.121	0.037	-0.129	-0.046
AGE65 69	-0.721****	-0.306+	-0.233*	-0.073
AGE70 74	-0.666**	-0.371+	-0.139	-0.035
AGE75 P	0.164	-0.016	0.154	0.072
EDUC911 ⁵	-0.339+	-0.171	-0.106	-0.048
EDUC12	-0.070	0.072	-0.059	0.002
EDUC13	0.111	0.179	-0.003	0.043
EDUC4P	0.757**	0.487+	0.301+	0.190
POV ⁶	0.044	-0.006	0.017	-0.004
VET ⁷	0.539**	0.318+	0.147	0.061
BLACK ⁸	0.026	-0.003	-0.032	-0.052+
HISPANIC	-0.102	-0.132*	-0.088*	-0.111**
OTHRACE	-0.148	-0.235	-0.257**	-0.300***
AARP ⁹	X	24.197****	X	10.690****
ANPPM	X	1.533	X	1.434
GT	X	.359	X	-1.534
NCBA	X	1.813	X	1.532
NCOA	X	15.612***	X	6.480**
NCSC	X	-1.127	X	-2.156
NUL	X	7.504	X	4.777
USFS	X	-8.738	X	-3.737
TERMRATE ¹⁰	X	X	0.453****	0.420****
LNSIZE ¹¹	X	X	-0.702	.048
INTERCEPT	54.666	21.919	12.519	-1.215
R ²	0.1882	0.3532	0.7588	0.7935
F	7.62	11.22	90.07	72.04

**** Significant at .0001 level.

*** Significant at .001 level.

** Significant at .01 level.

* Significant at .05 level.

+ Significant at .10 level.

a/ Variables that have been excluded from the given run are referenced by an 'X' cell entry.

¹ Placed/slots.

² Client mix variables are based on current enrollments.

³ Percent male.

⁴ Percent in given age group (60-64, 65-69, 70-74, 75 and over).

⁵ Percent with given level of education (9-11 years, high school graduate, 1-3 years college, 4 years college).

⁶ Percent below poverty level.

⁷ Percent veterans.

⁸ Percent in given ethnic group.

⁹ Sponsor variable (Sponsor =1, Other =0).

¹⁰ Terminees as percent of project slots.

¹¹ Natural logarithm of number of project slots.

environmental conditions and project management characteristics. These analyses were designed to analyze factors affecting termination and placement.

Series of multiple regressions addressing three different, but related issues were run:

- One set of regressions investigated the relationship between background characteristics of enrollees and the probability of termination at twelve months after entry. These regressions investigate the role of various factors in determining whether an enrollee had terminated, or was still in the program one year after entry;

- A second set of regressions investigated the relationship between various background characteristics of enrollees, and the probability that a terminee (by one year after entry) was placed. Note that these regressions were limited to enrollees who were terminated from the program by one year after entry, and in this sense are conditional on the results of the first set of regressions. The relationship between these two sets of regressions is similar to the relationship between tables showing the percent of enrollees who terminated and tables showing the percent of terminees who were placed in the above analysis.

- A third set of regressions investigated the relationship between various background characteristics of enrollees and the probability that they were placed by 12 months after entry. Since this probability is a function of both the probability of termination and the conditional probability of placement among terminees, these regressions, in a sense, capture the net result of the previous two sets of regressions.

Table D-2 contains three sets of logistic regressions corresponding to these three types of questions.

Tables D-3, D-4, and D-5 contain the results of three sets of seven ordinary least squares (OLS) regressions, utilizing the same three dependent variables (terminated enrollee, placed terminee, placed enrollee) used in Table 9-10. The main substantive contribution of these three tables is that they incorporate a number of different models investigating the role of various groups of independent variables as determinants of placements and terminations:

- Model 1 incorporates only the variables that are available on the QPR.

- Model 2 adds a series of "dummy" variables identifying the various sample projects. The significance of these models is that they control for unmeasured project-specific factors (both environmental and management related variables) that may be associated with personal characteristics variables. Therefore, these models are the best suited to investigate the independent effect of personal characteristics on placements and terminations.

Table D-2. Estimated Coefficients of Termination Status at Twelve Months After Entry Logistic Regressions, PY 1983-84

Independent Variables	Dependent Variable		
	Terminated Enrollee ¹	Placed Terminée ²	Placed Enrollee ³
MALE	0.440****	0.458**	0.635****
AGE60-64	-0.129	-0.649****	-0.527****
AGE65-69	-0.257*	-0.922****	-0.847****
AGE70-74	-0.705****	-1.346****	-1.509****
AGE75 P	-0.465*	-1.920****	-1.795****
EDUC911	0.030	0.172	0.157
EDUC12	0.363***	0.483**	0.578****
EDUC13C	0.604****	0.385+	0.684****
EDUC4P	0.724****	0.508+	0.881****
VET	0.009	-0.323+	-0.231
BLACK	0.007	-0.262*	-0.180+
HISPANIC	-0.200	-0.624**	-0.573**
OTHRACE	-0.578*	0.113	-0.373
EMPSTAT	-0.400*	0.561*	0.021
LNFAMINC	-0.026*	0.006	-0.012
ENGLISH	-0.207	-0.101	-0.296
HANDICAP	-0.186	-1.163***	-1.025***
INTERCEPT	-0.082	-0.178	-1.311
N	3072	1444	3072
C	0.619	0.667	0.684

**** Significant at .0001 level.
 *** Significant at .001 level.
 ** Significant at .01 level.
 * Significant at .05 level.
 + Significant at .10 level.

¹ Universe: All PY 1983-84 new enrollees.
 Dependent variable equals 1 for enrollees who terminated by 12 months after entry, 0 for nonterminees.

² Universe: PY 1983-84 new enrollees who terminated by 12 months after entry.
 Dependent variable equals 1 for terminees who were placed by 12 months after entry, 0 for other terminees.

³ Universe: All PY 1983-84 new enrollees.
 Dependent variable equals 1 for enrollees who were placed by 12 months after entry, 0 for other enrollees (nonterminees + terminated for other reasons).

Source: Intake/termination records data base.

Table D-3. Estimated Coefficients of Termination at 12 Months After Entry Regressions for
FY 1983-84 New Enrollees^a

Predictor Variable	Model a						
	1	2	3	4	5	6	7
MALE	0.125***	0.109***	0.126***	0.109***	0.126***	0.131***	0.129***
AGE60-64	-0.052**	-0.055***	-0.050*	-0.050**	-0.051**	-0.053**	-0.054**
AGE65-69	-0.080***	-0.083***	-0.077**	-0.074**	-0.082***	-0.085***	-0.087***
AGE70-74	-0.160***	-0.159***	-0.155***	-0.150***	-0.155***	-0.160***	-0.161***
AGE75P	-0.083+	-0.080+	-0.082+	-0.072	-0.074+	-0.089*	-0.083+
EDUC911	0.018	0.011	0.008	0.006	-0.001	0.007	-0.0003
EDUC12	0.076***	0.059*	0.067**	0.055*	0.045+	0.061**	-0.047*
EDUC13C	0.139***	0.113***	0.129***	0.108***	0.101***	0.121***	0.102***
EDUC4PC	0.132***	0.089*	0.122***	0.085*	0.084*	0.097*	0.078*
POV	0.034	0.000	X	X	X	X	X
VET	0.026	0.022	0.024	0.020	0.028	0.023	0.027
BLACK	-0.009	-0.066**	-0.010	-0.067**	-0.072***	-0.052**	-0.079***
HISPANIC	-0.065*	-0.075*	-0.048+	-0.064+	-0.142***	-0.066*	-0.120***
OTHRACE	-0.095*	-0.136**	-0.094*	-0.138**	-0.152**	-0.115*	-0.146**
EMPSTAT ¹	X	X	-0.090*	-0.067+	-0.077*	-0.092**	-0.082*
LNFMINC ²	X	X	-0.005+	-0.005+	-0.005+	-0.005+	-0.005+
ENGLISH ³	X	X	-0.056+	-0.038	-0.072*	-0.047	-0.066*
HANDICAP	X	X	-0.047	-0.029	-0.031	-0.030	-0.022
MANUF80 ⁴	X	X	X	X	0.001	X	0.002
POPC80 ⁵	X	X	X	X	0.003***	X	0.002**
URBAN80 ⁶	X	X	X	X	0.003***	X	0.003***
UEINDEX ⁷	X	X	X	X	-0.007+	X	-0.012**
NATLSPON ⁸	X	X	X	X	X	0.032	0.005
DIRECTSP ⁹	X	X	X	X	X	-0.127***	-0.091***
PROJAGE2 ¹⁰	X	X	X	X	X	-0.080**	-0.053+
PROJAGE3 ¹¹	X	X	X	X	X	-0.073**	-0.025
PUBSPON ¹²	X	X	X	X	X	-0.028	-0.026
PROJECT DUMMIES	NO	YES	NO	YES	NO	NO	NO
INTERCEPT	0.400	0.405	0.480	0.449	0.298	0.611	0.440
R ²	0.0380	0.1044	0.0417	0.1068	0.0641	0.0563	0.0697
F	10.65	8.37	9.65	8.11	12.28	10.20	10.83

*** Significant at .0001 level.

** Significant at .001 level.

* Significant at .01 level.

+ Significant at .05 level.

• Significant at .10 level.

¹ Dependent Variable: 1 = Those who terminated 12 months after entry,
0 = Those still in the program.

² Employed at entry.

³ Natural logarithm of family income.

⁴ Limited English speaking ability.

⁵ Percent employed in manufacturing in 1980.

⁶ Percent change in area population, 1970-1980.

⁷ Percent of population in urban areas in 1980.

⁸ Local unemployment rate at entry.

⁹ National Sponsor = 1, State Sponsor = 0.

¹⁰ Direct administration by grantee = 1, indirect = 0.

¹¹ Project in operation 5-10 years.

¹² Project in operation over 10 years.

¹³ Public sponsor = 1, private sponsor = 0.

Universe: FY 1983-84 New Enrollees.

a/ Variables that have been excluded from the given run are referenced by an 'X' cell entry.

Source: Intake/termination records file.

Table D-4. Estimated Coefficients of Placement for FY 1983-84 New Enrollees Who Terminated by 12 Months After Entry¹

Variable	Model ^{a/}						
	1	2	3	4	5	6	7
MALE	0.105***	0.081**	-0.115***	0.091**	0.106***	0.102***	0.099***
AGE60-64	-0.138***	-0.136***	-0.145***	-0.141***	-0.144***	-0.146***	-0.145***
AGE65-69	-0.203***	-0.200***	-0.211***	-0.200***	-0.196***	-0.214***	-0.205***
AGE70-74	-0.247***	-0.241***	-0.256***	-0.244***	-0.251***	-0.257***	-0.253***
AGW75P	-0.324***	-0.300***	-0.343***	-0.309***	-0.318***	-0.349***	-0.333***
EDUC911	0.016	0.009	0.017	0.008	0.002	0.028	0.203
EDUC12	0.073*	0.095**	0.073*	0.093**	0.055	0.095**	0.089**
EDUC13C	0.056	0.096*	0.056	0.096*	0.042	0.094*	0.088*
EDUC4PC	0.105+	0.146**	0.097+	0.137**	0.079	0.134*	0.127*
POV	-0.007	0.011	X	X	X	X	X
VET	-0.081*	-0.051	-0.082*	-0.053	-0.074*	-0.069+	-0.064+
BLACK	-0.077**	-0.015	-0.085**	-0.020	-0.106***	-0.063*	-0.079**
HISPANIC	-0.162***	0.005	-0.173***	0.002	-0.138**	-0.132**	-0.100*
OTHRACE ²	-0.090	-0.046	-0.089	-0.048	-0.098	-0.075	-0.077
EMPSTAT ³	X	X	0.121*	0.142**	0.147**	0.127*	0.143**
LNFAMINC ³	X	X	0.004	0.002	0.005	0.003	0.003
ENGLISH ⁴	X	X	0.015	-0.002	0.019	0.014	0.013
HANDICAP ⁵	X	X	-0.179**	-0.160**	-0.167**	-0.170**	-0.162**
MANUF80 ⁶	X	X	X	X	0.007***	X	0.007***
POPC80 ⁶	X	X	X	X	-0.004***	X	0.002*
URBAN80 ⁷	X	X	X	X	0.001+	X	0.001
UEINDEX ⁸	X	X	X	X	-0.028***	X	-0.024***
NATLSPON ⁹	X	X	X	X	X	0.181***	0.180***
DIRECTSP ¹⁰	X	X	X	X	X	-0.061*	-0.071*
PROJAGE ¹¹	X	X	X	X	X	0.078*	0.062
PROJAGE ¹²	X	X	X	X	X	0.099**	0.095*
PUBSPON ¹³	X	X	X	X	X	0.213***	0.184***
PROJECT DUMMIES	NO	YES	NO	YES	NO	NO	NO
INTERCEPT	0.536	0.295	0.507	0.292	0.518	0.262	0.282
R ²	0.0578	0.1862	0.0670	0.1940	0.0895	0.1173	0.1304
F	7.72	7.58	7.42	7.52	8.20	10.58	10.08

*** Significant at .0001 level.

** Significant at .001 level.

* Significant at .01 level.

+ Significant at .05 level.

• Significant at .10 level.

¹ Dependent Variable: 1 = Terminees who were placed, 0 = Other terminees.

² Employed at entry.

³ Natural logarithm of family income.

⁴ Limited English speaking ability.

⁵ Percent employed in manufacturing in 1980.

⁶ Percent change in area population, 1970-1980.

⁷ Percent of population in urban areas in 1980.

⁸ Local unemployment rate at entry.

⁹ National Sponsor = 1, State Sponsor = 0.

¹⁰ Direct administration by grantee = 1, indirect = 0.

¹¹ Project in operation 5-10 years.

¹² Project in operation over 10 years.

¹³ Public sponsor = 1, private sponsor = 0.

Universe: FY 1983-84 New Enrollees who terminated by 12 months after entry.

^{a/} Variables that have been excluded from the given run are referenced by an 'X' cell entry.

Source: Intake/termination records file.

Table D-5. Estimated Coefficients of Placement by 12 Months After Entry for PY 1983-84 New Enrollees¹

Variable	Model ^{a/}						
	1	2	3	4	5	6	7
MALE	0.104****	0.091****	0.109****	0.095****	0.104****	0.111****	0.107****
AGE60-64	-0.093****	-0.094****	-0.094****	-0.093****	-0.095****	-0.095****	-0.097****
AGE65-69	-0.132****	-0.136****	-0.134****	-0.136****	-0.134****	-0.142****	-0.142****
AGE70-74	-0.181****	-0.185****	-0.183****	-0.184****	-0.181****	-0.188****	-0.188****
AGE75P	-0.183****	-0.180****	-0.187****	-0.181****	-0.176****	-0.194****	-0.188****
EDUC911	0.013	0.010	0.009	0.007	-0.003	0.014	0.007
EDUC12	0.063***	0.065***	0.059**	0.061**	0.037*	0.064***	0.052**
EDUC13C	0.086***	0.084***	0.083***	0.082***	0.059*	0.089****	0.075**
EDUC4PC	0.113***	0.107***	0.109***	0.104***	0.081*	0.108***	0.096**
POV	0.013	0.009	X	X	X	X	X
VET	-0.020	-0.013	-0.021	-0.015	-0.014	-0.018	-0.014
BLACK	-0.041**	-0.041*	-0.044**	-0.043*	-0.085****	-0.053***	-0.076****
HISPANIC	-0.101****	-0.041	-0.099****	-0.038	-0.131****	-0.089****	-0.101****
OTHRACE ²	-0.090*	-0.079*	-0.090*	-0.079*	-0.118**	-0.093*	-0.105**
EMPSTAT ³	X	X	0.003	0.018	0.014	0.0005	-0.008
LNFAMINC ³	X	X	-0.0002	-0.001	0.001	-0.0005	0.000
ENGLISH ⁴	X	X	-0.019	-0.015	-0.030	-0.015	0.026
HANDICAP ⁵	X	X	-0.101**	-0.083**	-0.088**	-0.089**	-0.081**
MANUF80 ⁶	X	X	X	X	0.004****	X	0.004***
POPCH80 ⁷	X	X	X	X	-0.0004	X	0.0002
URBAN80 ⁸	X	X	X	X	0.002****	X	0.002****
UEINDEX ⁹	X	X	X	X	-0.016****	X	-0.017****
NATLSPON ¹⁰	X	X	X	X	X	0.099****	0.086****
DIRECTSP ¹¹	X	X	X	X	X	-0.090****	-0.079****
PROJAGE2 ¹²	X	X	X	X	X	0.0002	-0.001
PROJAGE3 ¹²	X	X	X	X	X	0.016	0.027
PUBSPON ¹³	X	X	X	X	X	0.090****	0.081****
PROJECT DUMMIES	NO	YES	NO	YES	NO	NO	NO
INTERCEPT	0.230	0.138	0.252	0.156	0.165	0.195	0.140
R ²	0.0518	0.1321	0.0544	0.1339	0.0721	0.0771	0.0888
F	14.71	10.92	12.74	10.48	13.92	14.29	14.08

**** Significant at .0001 level.

*** Significant at .001 level.

** Significant at .01 level.

* Significant at .05 level.

+ Significant at .10 level.

¹ Dependent Variable: 1 = Enrollees placed by 12 months after entry.
0 = Non-terminates and terminates for other reasons.

² Employed at entry.

³ Natural logarithm of family income.

⁴ Limited English speaking ability.

⁵ Percent employed in manufacturing in 1980.

⁶ Percent change in area population, 1970-1980.

⁷ Percent of population in urban areas in 1980.

⁸ Local unemployment rate at entry.

⁹ National Sponsor = 1, State Sponsor = 0.

¹⁰ Direct administration by grantee = 1, indirect = 0.

¹¹ Project in operation 5-10 years.

¹² Project in operation over 10 years.

¹³ Public sponsor = 1, private sponsor = 0.

Universe: PY 1983-84 New Enrollees.

^{a/} Variables that have been excluded from the given run are referenced by an 'X' cell entry.

Source: Intake/termination records file.

- Model 3 contains a longer list of personal characteristics than Model 1. This includes the variables that were included in Table 9-10.

- Model 4 adds project-specific dummies to this list in order to control for project-specific unmeasured variables.

- Model 5 adds a number of local environmental variables to personal characteristics predictors. These include the following variables:

- Percent employed in manufacturing in 1980 in local area;
- Percent change in area population between 1970 and 1980;
- Percent of local population in urban areas in 1980; and
- Local unemployment rate during month of the enrollee's program entry.

The purpose of using these independent variables was to assess the effect of local environmental variables over which the program operators have no control on the probability of terminating, and placing an enrollee. The source of data was the City and County Data Book File (containing mostly 1980 Census data) and a Bureau of Labor Statistics computer tape containing more recent local unemployment rate information.

- Model 6 introduces a number of project management variables in addition to personal characteristics as independent variables. These include the following:

- National/State sponsorship;
- Direct/indirect administration;
- Project age (less than 5 years; 5-10 years; over 10 years); and
- Public/private sponsorship.

Codes for these management variables were developed on the basis of the field visits conducted for this evaluation.

- Model 7 incorporates personal characteristics, local environmental, and project management variables as predictors variables.